# THE SOCIAL SURVEY

CAROL ARONOVICI

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# THE SOCIAL SURVEY

*By*

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# PREFACE

THIS book lays no claim to originality. A considerable share of what is here presented was published in pamphlet form as Bulletin No. 20 of the Department of Social and Public Service of the American Unitarian Association. It was then revised and enlarged before its publication in a second edition, and was subject to additional changes when it was published as a series of magazine and newspaper articles.

The kind reception given to the pamphlets and articles which I have published on the subject of surveys, and the widespread use that has been made of them in club and classroom work, throughout this country, and in some instances abroad, prompt me to enlarge the scope of the work into book form, in the hope of recording in a connected and relevant way the experience gained in recent years in the field of social surveys.

The lines of inquiry suggested can hardly be considered as sufficiently detailed to cover the field in any of the subjects discussed. What I have hoped to do, is to present to the reader broad outlines of general investigation in the expectation that those undertaking a social survey would soon become conscious of the more intricate and more subtle manifestations of social life that lend themselves to analysis and measurement.

A guide for social survey work, that would cover the whole field of surveys and include a discussion of the technique required for an efficient collection, classification and interpretation of social facts, is beyond the scope of this book, and could hardly be condensed into one work unless it be in the nature of a sociological encyclopedia.

C. A.

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# THE SOCIAL SURVEY

## THE MEANING OF THE SURVEY

WITHIN the last two decades there has been a wide-spread effort on the part of social workers, students of the social system, public spirited citizens, statesmen and the public at large to ascertain the conditions under which our social institutions are operating, and to determine whether, under the present state of our knowledge of these institutions, we are getting full value for the state and the individual.

At first this effort was sporadic, and tended to startle and confuse, rather than give a clear vision of the existing evils and stimulate constructive remedies. The muckraker, however, had his share in the now clearly defined task of ascertaining in their minutest detail the factors that underlie our social fabric and in providing methods and machinery for a more scientific and more efficient handling of the numerous social problems, that a highly organized, increasingly complex and constantly changing democracy brings forth.

The social survey movement in this country represents the cumulative result of the growing consciousness among the leaders in social, industrial and governmental life of this nation of the need for a clearing of the atmosphere, and an intelligent and honest facing of the facts that have so far stood in the way of a realization of the highest ideals of a potentially ideal democracy. The radicals are deploring the apparent

bankruptcy of American institutions, the church is fearful of a decline due to a too rapidly changing social and economic order, while capital and labor are wasting themselves in a bitter struggle for the possession of the earnings that represent the difference between the marginal line of subsistence and the honest returns of the fruits of the worker's labor.

In the midst of this turmoil of differing opinions and points of view, looms the question as to whether society is obtaining a fair return on its investment in human life and labor, and whether applied science, which seems to be the dominant achievement of this age, has been called upon to serve the machinery of society to the same extent that it has been called upon to serve the more humble tasks of human production, such as the making of cloth or the perfecting of the sixteen inch gun.

Social workers and socially minded citizens cannot fail to see the enormous waste of human life and energy that is daily going on in our midst. They cannot fail to recognize that this waste is not merely affecting the individual, but that the loss is clearly social and productive of conditions which are a handicap to the attainment of the high achievement that this democracy is capable of attaining.

It is this growing conviction of social failure that is slowly crystallizing public opinion regarding the dangers of the wasteful and cruel leakage in our human resources. Business men and social workers, church-workers and statesmen, university professors and labor leaders are all coming to agree that the mistakes and sins of our industrial life, the neglect and blind self-interest in the business world, and our ignorance and

indifference towards the machinery that has to do with the political and administrative affairs of the country, are placing a heavy burden upon human life and human achievement, and are wasting invaluable human resources. This is quite as true of the small town and village community as it is of the vast territory of the United States.

The American mind is eminently practical and measures values in terms of concrete returns. While this characteristic has led to momentous advance in the business world, and in the fields of science and politics, the achievement has been individual rather than social, and progress has been largely confined to certain classes, without materially affecting the masses of the people.

The conservation of natural resources has become an established principle in our national economy, the possibilities for increased industrial efficiency and productivity without increase in the use of labor are engaging the attention of the business world. On the other hand the conservation of human resources, the increased efficiency of community life, community production and community development are still in the background of our national achievement. The point of view is not one of improvement of resources, but of use increase, not one of co-ordinate development but individual use efficiency.

The advocates of conservation of national resources and the practical managers who are testing the efficiency limits of our labor and machinery are rendering valuable national service, but their work is of the present; it is largely material, and aims at human achievement with the human element left out.

We are compelled by the evidence adduced by recent studies of society to disagree with Carlyle's dictum that "The history of the world is the biography of great men," and to accept the more recent and more scientific principle that *all great men are the result of opportunities for self-expression, afforded by a social state for which the individual is responsible only in so far as he developed his powers by the most intensive use of the opportunities available in the community.*

This places upon society a responsibility for the human resources at its command, for the efficient and common expression and utilization of which it should be accountable. Professor Lester F. Ward in America and Alfred Odin in France have demonstrated beyond the shadow of a doubt that genius and talent are capable of achievement only where opportunity is greatest. It remains for this democracy to provide equal opportunities for all in such infinite variety as to call into the service of society every vestige of the latent power that now lies fallow under a burden of social inequality and economic inequity.

To accomplish this result, we must know the facts. We must turn from the field of speculation to the great laboratories, which are open before us in the midst of the people. We must gather all the facts, without bias, without haste and without preconceived ideas. When the facts are known, and the good is balanced against the bad, an awakening of the American people is bound to result, an awakening to a consciousness of their responsibility, which will blast the way towards improvements of a constructive, far reaching and permanent character. It is the function of the social survey to gather these facts and present

them with the accuracy and impartiality that characterize the findings of laboratory methods in the field of biology, physics or chemistry. It is only by the development of a scientific technic in the discovery classification and interpretation of social facts, which would be akin to the technic developed and applied in the other fields of human knowledge and achievement, that we shall build up a science of social organization and function such as may serve the human race as a guide in its very difficult task of achieving progress without waste and utilizing human energy without injustice.

A social survey may therefore be defined as a stock taking of social factors that determine the conditions of a given community, whether that be a neighborhood, village, city, county, state or nation, with a view to providing adequate information necessary for the intelligent planning and carrying out of constructive and far-reaching social reforms.

## GENERAL CONSIDERATIONS

THE survey idea has now passed all the usual evolutionary stages of a social movement. From a clearly defined conception in the mind of the trained sociologist and devoted social reformer, it has passed through the sporadic efforts of a few scattered individuals in a limited number of communities to the endemic condition of mind that precedes all well balanced constructive social work.

The overwhelmingly rapid growth of our cities, the concentration of one-third of the population of the country within less than 0.12 per cent. of the area of this country, the vast influx of foreign populational elements due to immigration, the steady migration of industrial establishments from the larger to the smaller populational centers, the astoundingly rapid development of industries and the revolutionizing of the processes of production, have so complicated the social and economic issues of this country as to necessitate accurate scientific study and measurement where observation and personal experience were once sufficient.

The increase in the business activity that the last two decades have witnessed and the scientific methods of production and management that have become necessary for efficient and economic production, have had a very salutary effect upon social service. In the maintenance of welfare work, the financial burden carried by big business, contributors and managers or the tax-paying public, has stimulated in-

terest in the application of scientific methods to philanthropic work, which promises to revolutionize not alone the efficacy of the service rendered, but the entire philosophy of charitable giving, from one of individual relief to one of prevention and necessary social reconstruction.

The startling revelation of the Pittsburgh Survey, the discoveries of inefficiency in municipal offices made by the Bureau of Municipal Research of New York, the shocking political situation found to exist in San Francisco, all based upon facts gathered by impartial and trained investigators, have been so rapid and so effective in producing results that scientific investigation has received a new stimulus and a constantly widening support. The grafting politician is taking heed of the new menace that scientific diagnosis of social and political institutions presents to inefficiency and dishonesty, while the most sceptical of citizens, and those who had almost lost confidence in democratic institutions, are finding a new stimulus for a better citizenship, and a wholehearted confidence in the future of public service.

Improvement of the means of transportation, and the more even distribution of industries throughout the country due to the rapid exodus of the industries from the highly urbanized to the smaller and less urbanized communities have spread the interest in and need for social surveys to the more remote and less populous centers.

### The Survey and the Science of Society.

Sociology or the Science of Society has progressed slowly and has so far remained largely a field of abstract

speculation, rather than of positive scientific inquiry and interpretation. As sociological research does not lend itself easily to the laboratory method both because of the practical difficulty in the way of experiments with aggregations of human beings and because much of this experimentation is dependent upon spans of time beyond the possibilities of the laboratory method, the only available means for the building up of this science on the basis of observed facts must be found in the study of history and the minute observation, measurement and interpretation of human institutions, as well as their relation to the individual and to each other.

The study of history is inadequate for the construction of a science of society because its content depends upon the knowledge, point of view and influences of social institutions in relation to the times recorded in history, while society is a dynamic organism growing constantly more complex, more heterogeneous and more highly differentiated in its functions. The accumulation of the facts gathered in the vast and rapidly increasing motley work that is now being done and the technic that is being developed in the selection, segregation, measurement and interpretation of social facts will open new horizons to the study of society, and a new sociology will be created based upon facts gathered and measured by uniform standards, tested and verified by a skilfully developed scientific technic. The reaction upon the whole of our social structure resulting from the development of the new science is bound to lift the veil that hangs over the present blundering institutions and develop a social structure in harmony with the best interest of the individual

in his relation to the social order of which he is a part. The Russell Sage Foundation, the many Bureaus of Social or Municipal Research that have sprung into being throughout the country, the research departments of the more progressive universities, like Wisconsin, are laying the foundation for a great positive science of society. Governmental agencies and educational institutions, large industrial establishments and business corporations are contributing to the task of accumulating social data upon which to base social reforms, and the old institutions are tottering under the weight of evidence which is bound to make way for a new, less wasteful and more equitable social order.

## Starting a Survey.

The Federal Government of the United States has for some years been instrumental in the carrying out of intensive scientific studies of social and economic problems in various localities or throughout the country as a whole. Much of the information gathered is valuable, and at rare intervals has been productive of social legislation and improvements. These extra-community efforts, however, have most frequently resulted merely in the accumulation of well sorted and well stored facts, fit for the consumption of experts, but indigestible, although easily accessible to the general public. These valuable and costly social studies or surveys have, however, fallen far short of their purpose to enlighten public opinion and facilitate public action.

The most effective survey work that has so far been done in this country has been initiated through the communities themselves, even though they were due

to outside stimulus and were carried out under the supervision and direction of outside experts.

A survey, like any other civic activity involving a conscious effort on the part of a group of citizens, must be started by some particular civic or philanthropic agency, some body of men or women interested in the welfare of the people whose intentions cannot be questioned and whose integrity, good judgment, moral and political standing are beyond reproach. Most small cities and towns have a Charity Organization Society, a Young Men's Christian Association, a Board of Trade, a Business Men's Association, a Grange, a large Women's Club, a University Club or some other similar organization or agency which is backed by prominent men or women or both. The person or persons interested in making a survey should select the most prominent, the most respected, and if possible, the best financed organization in the community to back the work. The main conditions to be observed in selecting the organization should be as far as possible a complete absence of sectarian affiliations, political color or special industrial or public service interests.

When the organization has been decided upon, a carefully selected special committee of persons from various walks of life should be appointed with instructions to plan and organize the survey under the auspices of that organization. This committee should not be so large as to be unwieldy, nor so small as to be in danger of being one-sided or not representative of the best elements in the organization. A committee of ten persons in localities under ten thousand population and of fifteen to twenty in localities over ten thousand

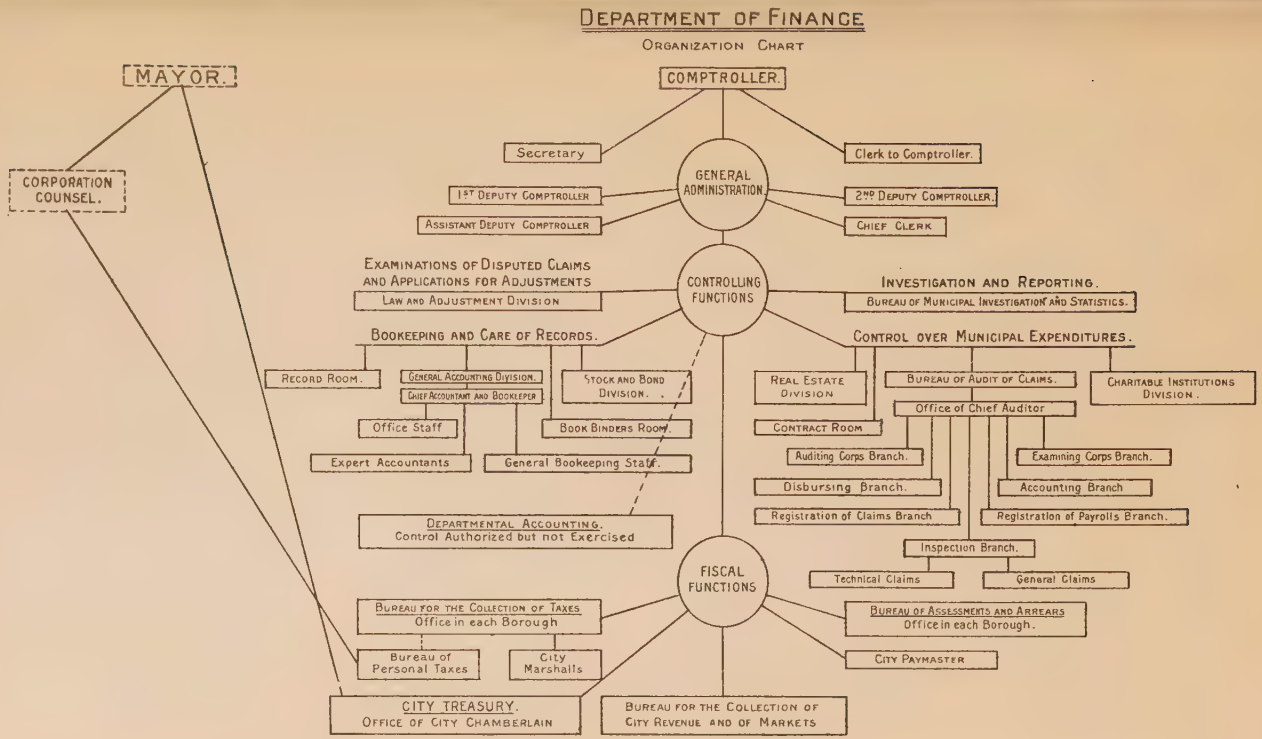



Chart Showing Departmental Organisation of the Department of Finance of the City of New York as Contained in the 1907 Charter Revision Commission's Report.

with special sub-committees would probably prove most efficient.

In larger cities a permanent Survey or Social Research Bureau is desirable if it can be organized and maintained, so as to remove all possibilities for factional control or financial restrictions. Municipal Bureaus are valuable and desirable assets in a community, but in the fields in which political influence may control appropriations in order to throttle the revelation of facts detrimental to parties or special interests, an independent, privately maintained research agency is preferable.

While the technic of social survey work or social research is sufficiently developed to render possible the accurate study of social phenomena, the general public has yet much to learn in order to be safeguarded against pseudo-sociological interpretation to which special interests frequently have recourse for their own selfish ends. This necessitates a check and balance system of research agencies, giving to the public agency the field that can be detached from private interests, and leaving to private enterprise the work that under our present status of municipal and state administration, would be dangerous to entrust to official departments.

### The Point of View.

Where a well organized permanent survey agency exists, or where experts are engaged to carry out a special inquiry or a general study, the point of view may be safely left in the hands of those who have been engaged to carry out the work. These experts, however, should not be considered able to catch the spirit

of a community in which they are only temporarily stationed. Every assistance should be given to them by those familiar with local conditions, but advice should not be imposed upon the experienced investigator, who knows his sources of information and possesses the necessary skill to use it.

Where a survey is to be carried out by local and not highly specialized workers, who do not possess wide experience and special training in this field of endeavor, the local community should decide upon the scope and point of view by which the problems to be studied should be approached.

Whenever possible, the advice of some outside expert familiar with the method of investigating conditions and acquainted with the problems of given communities will be found valuable, and will prove the easiest and surest way of deciding upon the point of view from which the survey is to be approached. If such an expert is not available the local social workers connected with various philanthropic agencies should be consulted as a group and their suggestions considered as coming from persons with first hand information concerning existing conditions.

In deciding upon the point of view from which to approach a survey it is important to recognize in general, several conditions:

1. Is the community ready for a careful consideration of its local problem or problems to be covered by the survey?

2. In what way are the schools, the churches, the press and the local organizations being prepared for a civic revival that may result from the revelation of a survey?

3. To what extent may the governmental agencies be depended upon to co-operate in the gathering of the facts and in the carry-

ing out of the recommendations that are to form part of the survey findings?

4. What are the populational groups that may prove most antagonistic or most helpful in the effective carrying out of the preliminary work of the survey and the carrying into effect of the recommendations?

5. What problem or problems is the community best prepared to face at the time of the survey, and what would be the best approach to such a problem, that would pave the way to concerted community action and a recognition of the survey method as an efficient means of social improvement?

6. Can the local press be depended upon to serve the purpose of the survey without prejudice and without the application of sensational methods which are effective in the production of marketable headlines instead of enlightened public opinion?

These are questions that the committee must ask itself before deciding upon the point of view from which to approach its work, and any intelligent person or body of persons sufficiently interested in the community to act as a survey committee should be able to answer these questions. If the community is suffering from undue and pernicious political activity and there is reason to believe that the result of a study of the administration of public affairs would lead to immediate and radical changes for the better, it is well to begin the work from that end and work up towards the general social problems as outlined in this bulletin. If the social problems of a community are more promising of results and the press is ready to help bring the facts before the public and stand back of recommendations that might logically be made after the facts have been ascertained, it is best to begin from the social end. If the community is aroused to some particular evil, which has not yet been remedied and which depends for its solution upon a thorough

and impartial investigation, by all means the survey should begin with that particular problem.

In all of the work, however, whether it is undertaken in order to bring about a complete change in the community life, or whether it is to deal only with specific problems, the committee must approach its task with a definite understanding that the work is to be done for the benefit of the locality without the sensationalism that would be injurious to its reputation as a center of population. The work is not to be given up until definite results are accomplished, and above all every available social force in the community should be made a part of the working team of the survey so that no particular body of men or women may take the full credit for the results accomplished.

### Scope of the Survey.

A survey should cover as far as possible every phase of community life, advantageous and disadvantageous, that time and available energy can secure, but if a selection of specific problems is made either for the purpose of beginning the work or because of limitations of time and working force, the lines of investigation selected should be practical, should have in view improvements affecting as many people as possible, should be easily understood by the masses and should be measurable in commonly accepted quantities. If the supply of milk is bad, an investigation into the source of milk and the passage of proper regulations for the control of the milk supply will soon show results that can be measured in terms of a material reduction in the infant mortality and morbidity. If the schools are spending large amounts of money with meager

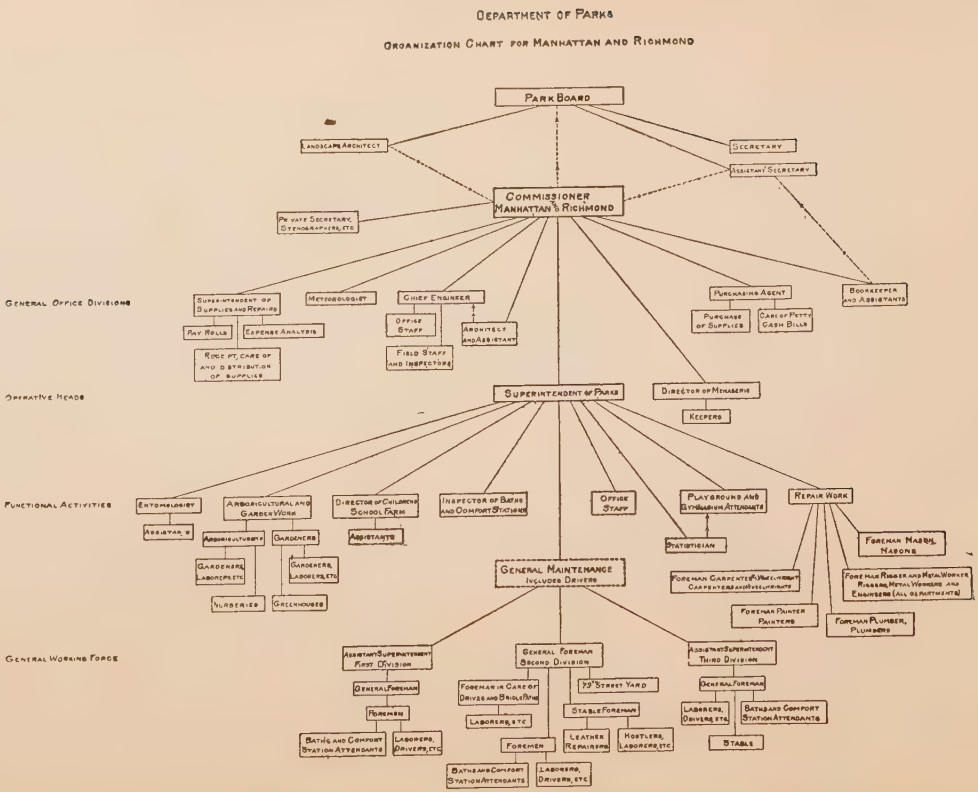



CHART SHOWING DEPARTMENTAL ORGANISATION OF THE DEPARTMENT OF PARKS OF THE CITY OF NEW YORK AS CONTAINED IN THE 1907 CHARTER REVISION COMMISSION'S REPORT.

results, an investigation into the accounting system of the school department, a study of the physical conditions of the children and visits to the homes of backward and truant pupils will soon reveal the cause of the inefficiency, in terms which can be easily understood and almost as easily remedied.

Whatever the scope of the survey, it should be definitely outlined at the beginning both as to character, extent and intensity. A superficial survey is worse than useless because its conclusions are bound to be unreliable and open to attack. Intensive work is the essential of effective survey work, and if the scope of the inquiry is to be determined upon the basis of the relation between the extent of the field covered and the intensive concentration of effort upon a single problem, the smaller and more intensive study should be selected. A survey that is superficial, that is open to question or without sufficient backing as to facts may defeat not only the end of the particular survey in question, but may cast doubt upon the social survey as a means of achieving a desired social end.

*Stated in brief, a survey must follow lines which are of a practical character, must be based upon ample and irrefutable facts, must be interpreted in the light of existing social conditions, and must have in view tangible improvements which are easily understood and most generally desired.*

## Surveying Forces.

With the committee on Survey appointed and the scope of the work to be undertaken immediately decided upon, it is important to secure the cooperation of intelligent persons in the community who by the

nature of their training, knowledge and experience are best fitted for the work. It is quite essential, moreover, in selecting those who are to assist in the work that they be assigned tasks which are best suited to their mental equipment and interest.

Social workers, physicians, lawyers, superintendents of schools and teachers, clergymen, business men and mill owners, superintendents of mills, labor union leaders, editors, university professors and students, officers of civic and philanthropic agencies are, in general, the classes of people most likely to respond to a demand for assistance in this sort of work.

It must be borne in mind that the inclination and mental make-up of each person are to be considered in assigning a worker to any particular field and that only persons with high standing in the community should be chosen. This latter condition is so important that a single mistake in choosing workers may impair the effectiveness of the whole enterprise.

As in many towns and cities, colleges and universities furnish an opportunity for increasing the field of the survey through the assistance of students, it is important to sound a warning against indiscriminate use of student work. Eight years of experience have demonstrated to the writer that only the most mature students are capable of doing accurate and reliable work and that even with this class of help the greatest care and the largest possible amount of supervision is necessary.

The newspaper editor, who, owing to his probable knowledge of conditions, familiarity with public opinion and the methods of stimulating it, is one of the most valuable members of an investigating body

either as a worker or as a member of the survey committee, should be very carefully selected, or else the temptation to publish news may get the better of the interest in the welfare of the community, and in survey work an ounce of discretion is frequently worth a ton of publicity.

With the workers selected and the problems to be handled decided upon, the machinery for investigation is ready and while it is difficult to discuss in the brief space of this publication the problems and aspects to be considered as part of a survey, certain definite lines of inquiry may be safely outlined, leaving the more intricate problems and investigations to the expert "*social engineer*" whenever his assistance can be secured.

## Training Surveying Forces.

Training as a lawyer or teacher, experience as a judge or a superintendent of schools, leadership in politics, industry or social life should not be assumed as being adequate for the handling of a social survey or any part thereof. The selection, collection, classification and interpretation of social facts demand a certain amount of special study and training, which must be attained by familiarity with the work of others, and an understanding of certain fundamental principles underlying the particular problem to be dealt with.

It is hardly conceivable that any one unfamiliar with the fundamental principles of plumbing and housing sanitation, even though belonging to the medical profession, would be qualified to study and interpret the facts relating to the housing conditions

of a community. Similar difficulties may be encountered by the successful and experienced business man in the analysis of the administration of a particular city department, or the relation of the municipal and state tax system to the municipal budget. Many more examples of similar character could be cited to indicate that a social survey is a job of itself different from other callings, and that wherever and whenever local workers must be employed, their preparation for the task should be undertaken with the utmost care.

A large number of books and pamphlets have been written about survey methods and within the last ten years scores of excellent surveys have been conducted by experts and laymen in the field. Many of these are easily accessible in a library of any size, and many are obtainable through the book stores or through the agencies responsible for the surveys. At the end of this book will be found a bibliography giving the books most valuable in the preparatory training for survey work, and a list of what the author considers the best surveys that have been made within recent years.

While it is frequently advisable to take advantage of the interest awakened in the community in favor of a survey and begin work at the earliest possible moment, the present awakening of the social consciousness towards the necessity for a meeting of social facts squarely and honestly may warrant slight delay in the actual beginning of the field work, in order to give the surveying forces an opportunity to prepare for the task. Universities may be induced to introduce special courses intended to prepare students for survey work, and these courses may be extended into the

community in the form of extension lectures, which have become so common in recent years.

Clubs and classes for the special purpose of studying social problems and analysing the surveys of other cities may be organized with profit to both those who are eventually to carry out the survey, and to those who are to form part of the enlightened general public, whose duty it will be to carry out the recommendations of the survey on the basis of its findings.

## Preparing the Community Mind.

There is no community in this country which does not have its social and civic problems. Many of them represent serious social evils which demand radical changes in the organization of the community, while others are less dangerous and relate to conditions which are only relatively objectionable because of the very high standard of the people whom they affect, and which in an average community would not be considered a factor worth studying. As the recognition of many of the existing social problems depends largely upon the personal point of view of the people, it is frequently desirable to set up before the community a high and uniform standard towards which it should strive and which has been attained in other communities. This can be done by properly directed reading through the public libraries and public schools and through the local press. The most effective work, however, along this line can be done by exhibits of conditions that can be attained and have been attained elsewhere. These exhibits need not be elaborate affairs, heralded by the blowing of trumpets and costly display. They can be made into simple panels easily displayed

in schools, churches, business and social organizations, libraries, museums, art galleries and social centers, where people come and go and have a little margin of leisure time in which to observe, learn and think. If housing conditions are bad, a few intelligently prepared and well displayed photographs of garden cities or model villages will be sufficient to arouse interest and discussion and awaken organizations that may help to carry a housing movement a long way towards radical reforms. If the schools or playgrounds need improvement and expansion, pictures and charts showing what has been accomplished in other similar communities and the social returns that these improvements have produced will soon stimulate not only a demand for improvements, but will bring new workers into the folds of the surveying forces.

The daily press may also be called to assist in the establishment of higher standards of social and governmental efficiency with a view to preparing public opinion for the task of meeting the findings of the contemplated survey with open minds and a clear vision of what is possible of attainment through concerted effort, and an intelligent interpretation of facts.

### Sources of Information.

In every community there are many sources of information from which may be derived data essential in any social survey. Many of these sources of information are part of the recognized function of public and private agencies. The department of vital statistics of a community which records births, deaths, marriages and contagious diseases is the most valuable point of departure in the study of the life of the people of a

community. The records of the municipal or private relief agencies of the city contain invaluable data upon which to base an estimate of the extent, character and causes of dependency that exists in a given locality. The records of the school department are the best index of the efficiency of the schools in furnishing educational facilities and of the child problem, that the school authorities must cope with in the carrying on of their work.

It is to be deplored, however, that our vital statistics in most communities are disgracefully inaccurate and incomplete even when compared with the most backward of civilized nations, that public school records are inadequate and that relief records are a compromise between the antiquated notions of economy and privacy of boards of directors and overseers of the poor, and the pressure for time that agents of relief organizations are compelled to meet. Even in the advanced communities case records are the object of dispute between social workers, boards of directors and the uninitiated public.

A case record is a more or less accurate picture of facts relating to an individual or family, secured with a view to facilitating an accurate social diagnosis which would lead to effective and prompt treatment of a particular case. That often some of the information gathered and recorded relative to a case or group of cases is found to have no bearing on the problem to be dealt with and is, therefore, apparently useless information as far as that particular case is concerned, is not to be doubted. Upon inquiry it will be found, however, that successful medical diagnosticians must also rely upon case records and that many of them

contain useless or irrelevant matter. Efficient service makes it necessary, however, to obtain a large amount of information which can be sifted in the search for facts and factors upon which an accurate medical diagnosis can be based. If this method of recording cases is essential in medicine, which is surely on its way towards becoming a positive science, it is easily conceivable that in the field of social service, which is still a great way from having developed a technique of accurate social diagnosis, this method of treatment will be even more efficacious. In this latter field, it must be remembered, the method of treatment demands recognition, not only of the individual concerned, but of his relation to a complex, not wholly understood and constantly changing social order.

Many social service workers accept the task of preparing their records with a certain degree of fatalistic submission to precedent without appreciating the fundamental need for a knowledge of the facts upon which to base judgment that will be fair and just, not only to those whom they propose to aid, but to their own sense of discrimination and understanding of human problems. The worker who claims to understand the intricacies of human life in relation to society without investigating, recording and correlating human and social facts, assumes a comprehension of society that in the centuries past has been the gift of only a few of the epoch-making geniuses who have hesitated and deliberated long before taking the responsibility for the settling of human destinies for which case workers almost daily make themselves responsible.

Admitting for the sake of argument that, as a means

of diagnosing, *case records*, with their time-consuming costliness, justify only in part the financial investment they represent, we find, upon inquiring, that there is a *wider use for the case record* which has as yet remained untouched.

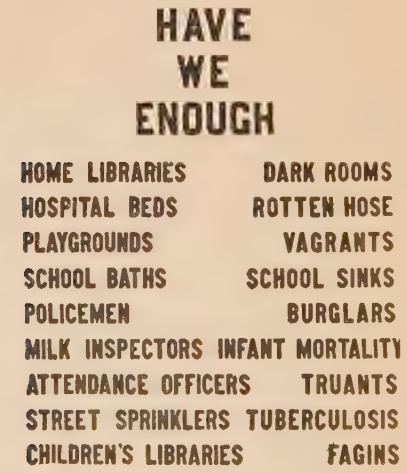
Accumulated experience is a valuable asset in all work, but in social service its value can hardly be overestimated. The daily dealing with cases of profoundly varying types and of varying degrees of interest produces upon the mind of the worker impressions, the relative importance of which, when translated into the personal point of view through the mentality of the worker, is bound to be distorted by the degree and type of impressionableness, if I may use the word, of this same worker.

The case record, when kept carefully and analyzed at given times, should serve to strengthen personal convictions derived from experience, by verifying the results, and should give balance to personal impressions by affording evidence upon which they may be corrected and adapted to the actual facts.

We hear much about efficiency in social work, but the measurement of this efficiency can only be brought about by a careful analysis of results. It is true that each social worker has a personal standard of efficiency, but such a standard can be conveyed to boards of directors and the charitable public only through the measurement of results accomplished and failures encountered in the service. Both the social worker and the public need more than the word or impression of the worker to convince them of the value and efficiency of a particular type of service. A careful analysis of the case records, but only where case

records are accurate and complete, would yield a reliable estimate of results accomplished. It must be remembered that charity was invented as a means of serving the poor and that good service must be efficient.

Beyond the measure of service relating to individual workers and institutions, we will find a use for good case records as a basis of comparison between the work




From How Should Public Budgets be Made?
Published by the New York Bureau of Municipal Research.

of different individuals or agencies working in different geographic spheres and using different or similar methods. If adequate and, as far as possible, uniform records are used by the different agencies or individuals, the analysis of such records serves as a medium for the exchange of information concerning results accomplished and tests of efficiency of methods when the methods are the same, and for laboratory experience when the methods are different. This value of ex-

change of experience, whether with the same or different method, has not been appreciated sufficiently in social work, and should command the attention of both workers and trustees. The value of case records that are complete and uniform as a test of methods of social service from a laboratory point of view, is clearly evident.

Turning from the value of the good case record as a means of increasing efficiency of service, we must not disregard the record as a source of information for sociological research. Buried in the scores of thousands of records of welfare agencies of this country are first-hand, accurate sociological data gathered without bias and without a preconceived point of view. Causes and effects, response to treatment and failure to respond, adequacy of social efforts and clear relationships between individual and community conditions are displayed in simple, well classified and chronologically arranged records. They hold for use vast stores of information which, when analyzed, should point the way toward a more constructive point of view of our social tasks and a clearer understanding of the larger social problems which are clamoring for solution.

The social survey affords the most fruitful means of utilizing the treasures of information that now lie buried in the archives and files of social agencies. By stimulating a more intensive use of the case record with a view to utilizing it in the study of pressing concrete social problems such as the survey handles, the double purpose of more accurate diagnosis of cases and a clearer understanding of the larger community problems could be accomplished.

## CHARACTER OF THE COMMUNITY.

THE study of social phenomena has advanced far enough to warrant the acceptance of the principle that social phenomena are not merely the sum total of individual action and interaction, but that these actions and interactions result in certain synthetic social structures and functions, wholly distinct from individual functions, subject to laws and productive of active forces peculiar to the social structure and the social structure alone.

All social phenomena depend upon and have their being in two fundamental factors, namely territory and population; and no study of social conditions as manifestations of the social organism, whether they be normal or pathological, can be accurate or complete without a careful analysis of these two factors.

### Territory.

By territory, is meant the sum total of natural environmental conditions, such as climate, topography, geological and chemical composition of the land, the flora, fauna, and the relation of all these to surrounding areas. These factors are the essential forces in determining the character of social institutions which population creates and controls. Population is the sum total of human elements that constitute society, and which through the use of territory and through its constant effort to utilize and control its resources for its own preservation and development, bring into

being the various degrees of civilization that the reaction of man upon territory make possible.

Cities, villages and towns represent social institutions or partial manifestation of such institutions; and like society as a whole, depend for their development and dominant characteristics upon both territory and population.

In this book, we shall not be able to go minutely into the discussion of the theory of territorial or geographic influence upon social institutions. Writers like Ratzel and De Greef have proved the truth of this principle beyond a shadow of a doubt and Gumplovitz as well as Rotzenhoffer have proved the civilizing value of the inter-relation between population or racial groups.

A careful study of the cities of Europe and America with their highly differentiated characteristics in the way of physical plan and diversity of industrial development, as well as in their social and governmental institutions, raise the question as to the factors that have dominated the development of these social and economic manifestations. The mountain tops with their infertility and difficult access will not encourage the building of a densely settled community, while an island within easy reach of fertile fields and with a navigable water front will tend to become congested. The cities of this country, like the cities of the rest of the world, are the products of the interplay of human needs and desires with the physical conditions which bring the population within reach of both the essentials and luxuries of life. The development of these cities, however, being dependent upon both natural or territorial conditions, and the development of human intelligence and knowledge applied to community

planning and development, have shown the same waste that we find in the utilization of other natural and human resources.

Admitting that territory and population are essential in the development of a community, whether it be a state, a city or village, the first essential of a social survey should be the study of the natural environmental conditions of the community to be surveyed.

We cannot presume to deal in detail with all the questions that should be raised in the course of a survey regarding the geographic or territorial conditions controlling the life of the community. Among the questions to be raised the following may be considered as most important:

1. What are the natural resources, such as mines, agricultural areas, forests, fishing areas, within easy reach of the people of the community?

2. What are the natural obstacles in the way of a proper utilization of these resources by the people of the community?

3. Has the community ever undertaken the exploitation of any of these resources and what have been the difficulties in the way of such exploitation?

4. Have the resources been controlled by social conditions which made their utilization for the benefit of the community difficult or impossible?

5. What have other countries done to meet similar conditions?

6. Are the natural environmental conditions of the community such as to promote healthful living and human efficiency?

7. What has been done to overcome material conditions, climatic difficulties, foods, bad natural drainage, obstacles to direct communication with adjoining territories, improvement or development of natural shipping facilities etc.?

8. What is the total of natural territorial obstacles to the efficient development of industries, commerce or the exploitation of natural resources that the community could best afford to

overcome and which would give the best results both to the community and to the individuals?

All these questions cannot be answered adequately without carrying out a parallel study of the type of population that the community contains, together with the plan upon which the community was originally built, and the flexibility that such plan presents in the development of conditions that will be best suited to existing conditions and needs.

## Population.

In no community of the world has population become so complex a factor in the development and maintenance of social institutions as in the United States. The vast natural resources, and the rapid development of industry and commerce have turned towns into metropolitan cities and villages into great industrial centers spreading over the billions of acres of the territory of the United States, and united by great arteries of transit. The effect of all this is to make both labor and industry migratory, to make citizenship transitory and the social and economic conditions constantly shifting and changing.

Added to the expansion of the communities due to the natural opportunities presented by this country, is the great influx of foreign population, representing all the civilized races of the world, and constituting a great problem of social and industrial assimilation, the import of which goes far beyond the mere question of political assimilation, the problem which seems to have taken the foreground of assimilative endeavor in this country.

It is the function of all careful students of the

population in relation to social conditions, to discover the degree of intimacy in the relation of adequate social and economic assimilation to its more remote need, known as political assimilation. An industrially unassimilated foreign element is vastly more dangerous to American institutions and citizenship than a great mass of unnaturalized, industrially efficient and productive foreigners.

Most communities can be studied from the point of view of their populational make-up, by a careful examination of the United States census or the state census. The child population may frequently be studied from the school census, which is commonly undertaken by the educational or school departments of the larger cities.

There are certain questions which might be asked regarding the population. A few will serve as examples:

1. What is the total population of the community?

2. What has been the rate of increase in the last fifty years?

3. What proportion of the population is native of native parents, native of foreign parents, foreign born, mixed or colored?

4. What is the distribution of the population according to age and sex by place of birth and parentage?

5. What is the total number of married persons by sex, age periods and nationality?

6. What is the total number of persons unmarried over twenty years of age? (Give the sexes, the place of birth and when possible, the place of birth of parents).

7. What is the total number of children under five and under one year of age of the different nationalities and parentage?

8. Compare all of the answers to the above seven questions for the last census year with similar answers for the ten years previous, and if possible the twenty years previous, and find

what the increase or decrease has been during the periods mentioned.[1]

The information gathered in answer to the above questions will be useful as a guide in further work. It gives the foundation for a study of the human element of the community and in a manner is a concrete expression of the growth and change in the population during a reasonable period of time.

While a knowledge of the general distribution of the various types of populational elements in the community is an essential need in the treatment of local social problems, we must recognize that within the community, there are definite tendencies towards the segregation of specific types of population, in specific and more or less well defined areas. It is important, therefore, to consider in the study of population, not alone the total, but the relation of the people to the various sectional units, such as wards and districts of various kinds, which are frequently determined primarily by the original character of the district, tenements, sparsely settled and cheap areas, etc.

A populational map of a community indicating the distribution of nationalities, races, school population and so forth is indispensable for the analysis of local social problems and in determining adequate means of meeting them. Knowledge of the distribution of population, when related to the geographic conditions which prevail in the community, is the basis for a consideration of the city or town plan.

[1]The United States Census is taken every ten years on the ten year period, while the state censuses are taken every ten years on the five year period. In consulting the Census it is well to consult the one nearest the date of the investigation.

## THE CITY PLAN

THE city plan which represents the "territorial" character of the community in its relation to the *life, labor and leisure* of the people is determined by the social, racial and economic institutions of its people. City planning is emerging from the uncoordinated and socially uneconomical methods which controlled the earlier development of our cities and towns into a clearly defined policy consistent with the recognized needs of modern civilization.

It is extremely difficult to formulate a limited number of definite questions which may be used as a basis of measurement of the efficacy and efficiency of the city plan. Keeping in mind the three prerequisites of a socialized plan, namely, the adequate recognition of the needs of all the people, in so far as the preservation of their life; the facilitating of the efficient exercise of their power to labor; and the affording of adequate and well balanced facilities for the use of their leisure, we can apply to the city plan well defined standards of measurement, upon which valuable criticisms and constructive improvements may be based.

In order to ascertain what relation the city plan bears to the people, as expressed in the three elements which the city plan presumes to provide for, we must analyze more minutely each element as related to the people. Life, for its continuance, depends upon the following elements: air, light, food, clothing, and shelter. Of these, all but clothing are more or less influenced by the city plan. A few questions regard-

MAP OF THE CITY OF PARIS, FRANCE, SHOWING DISTRIBUTION OF HEIGHTS OF BUILDINGS.
Prepared by J. Bertillion and published in Cours Elementarie de Statistic Administrative. p. 135.

ing each of these elements may further promote an intelligent analysis of the existing plan and the development of ideas and ideals that should be embodied in the replanning of existing facilities.

## The Air

The protection and continuance of life depends upon the kind of air we breathe. Its quality should be considered from the following points of view:

1. Are the streets so laid out as to afford a free circulation of air between built up areas?
2. Has pollution of the air due to industrial plants, waste disposal facilities, the smoke nuisance, been controlled by a proper segregation of those activities that are likely to pollute the air of the community?
3. Has sufficient vegetation been planted and maintained in streets and open areas to assist in the purification of the air and control the temperature, particularly during the summer months?
4. Have the prevailing winds been considered in the laying out of the streets, so as to provide protection against inclement weather in winter and summer?
5. Have building restrictions been provided, so as to remove the houses of the people to the farthest possible point from the dust and dirt of the street?

The above are definite requirements of a city plan and are clearly coordinated with the problem of proper light which may be provided by the recognition of the following requirements:

1. Is the orientation of the streets and the houses arranged with relation to a maximum amount of sunshine for the largest possible street and window areas?
2. Are distances between buildings restricted, so that a maximum amount of light and sunshine is available for the interior of the buildings?
3. Is the height of the buildings so restricted as to make pos-

sible an equitable distribution of sunshine to all buildings and streets instead of permitting tall buildings to dispossess the smaller structures of their due amount of light and sunshine?

## Food Supply

Although air and light would seem to be free elements in nature, it is a striking paradox that in our cities, brick, mortar and labor out of which our cities are built are cheaper than sunshine and air. The food supply, however, is purchased by the people at daily fluctuating prices and in as far as this is possible, in accordance with immediate needs. While people may be willing to forego certain shortcomings in the daily supply of air and sunshine, they seldom submit without resistance to a restriction of the food supply.

Although the city plan cannot, in the long run, control prices and supplies dependent upon the national market, the relation of the distribution of a given food supply among the people of a given city can be and should be determined as far as possible, by a proper planning scheme.

Some of the questions to be asked in this connection are as follows;

1. Have public markets under municipal control been provided?
2. Are these markets located at strategic points where they are easily accessible to the largest possible number of people?
3. Are these markets connected with the main transit lines, so as to make it possible to ship to and from such markets the necessary products to be handled?
4. Have facilities for the direct marketing of farm products been provided at convenient points in the community?
5. Is the distribution of population so controlled as to keep distances between points of distribution of products and the consumer reasonably limited?

6. Are the building lots in the areas occupied by the wage earning classes sufficiently large to permit of a limited amount of farming ?

It is a well known fact that congestion promotes a certain reduction in the cost of the food supply because of the greater competition among merchants and the greater quantities that can be distributed from one center. It is the function of city planning to counteract the disadvantages of congestion by proper provision for the distribution of the food supply.

## Shelter

The discussions of the problem of providing for adequate shelter or housing facilities for the working people will be given fully in the chapter on Health. All that needs to be said at this juncture, is that a well planned city generally is likely to facilitate good housing conditions and a poorly planned city is likely to afford poor housing conditions. As the intensity of the use of the land permitted by the city plan determines the money value of the land, and as free use of the land is the determining factor in the type of house generally built, the city plan with all its restrictions, controls to a very considerable extent the type of house to be constructed.

All that can be said at this point regarding the standard by which the housing provisions should be judged in the light of the city plan, is to restate the oft repeated dictum, that good housing provides for "*healthful accommodations, adequately provided with facilities for privacy and comfort, easily accessible to centers of employment, culture and amusement, accessible from the center of distribution of the food supply, rentable at*

*reasonable rates and yielding a fair return on the investment.*"[1]

### The Special Amenities of Life.

While the essentials of life above enumerated are imperative for its preservation, the city plan should concern itself with the prevention of all conditions which may be detrimental to the normal functioning of the human system both physical and mental.

The troublesome noises of traffic, the injurious odors of factories, the marring of the landscape by unsightly structures, are all conditions that come properly under the control of the city planner, and their presence in areas where the people carry on their daily life is an indication of bad planning.

### Relation of City Plan to Labor.

With advancing civilization, production has become largely social, and the facilities for the use of labor depend upon the relation of the labor supply to the industries; the relation of the industries to the supply of raw materials and the centers of distribution of the products. The city plan must recognize these interdependencies, between the factors controlling production, and must provide facilities for easy adjustment between them. From the point of view of production, the city planner must recognize the following essential principles:

1. Easy flow of the supply of labor to the centers of employment through a transit system that is adequate for the fluctuation of individual workers from one

[1]Carol Aronovici —Constructive Housing Reform—*National Municipal Review*, Jan., 1914.

center of employment to another without increase of cost and without change of residence.

2. Fixed industrial centers confined to definite zones and connected by water or land transit facilities involving the least possible cost and affording the greatest speed and regularity of service.

3. Utilization of areas suitable for industrial development without encroachment on residential areas and without making the expansion of industries too costly or impossible.

4. Due regard for the development of industries best suited to the locality planned, and the segregation of industries according to their needs as to open space, transit, labor supply, supply of raw materials, and range of centers of distribution.

5. Adequate provisions for the protection of the health of the workers through restrictions upon the use of land which would give to the workers a maximum amount of air, light and sunshine during working hours.

A recognition of these requirements will protect the workers, promote a distribution of industries, keep the wheels of production going and the people employed. If the plan of a city does not recognize these principles, it cannot be recognized as adequate for modern industrial and human needs.

### Relation of the City Plan to Leisure.

The changes that have taken place in the industrial life of the people during the last century due to improved machinery, and an increasingly widespread demand for leisure have placed before the city planner the problem of providing within the city plan well developed and intelligently located and distributed

recreational centers, such as would serve the needs of the greatest possible number of the population.

So far city planning has not developed an adequate technic for the study of leisure time needs and provision for meeting them. Civic and recreational centers are suffering from a very serious confusion that exists in the minds of the people in charge of much of our planning work. Monumental structures and ornamental open spaces are frequently confused with the recreational needs of the people; the size of the crowd being the measure of successful location of social and civic structures, while neighborhood activities and neighborhood life are assuming the uncivic, unsocial and impersonal character of the tenement. What is needed, however, is *not a concentration of recreational activities such as we are witnessing in many of our large cities, but a socializing of recreational activities.* Concentration and congestion of such activities tends to become anti-social rather than social and should, wherever possible, be avoided. Neighborhood development of recreational activities such as are represented by the neighborhood playground, school gymnasium and lecture hall, branch libraries and other purely local agencies which are a part of the neighborhood and which become an integral part of the life of the people should be the keynote of the development of recreation centers.

The white way may be an extremely striking and interesting civic achievement, admired and boasted of by all, but its anti-social potentialities are far in excess of its commercial and recreational value. The modern ideals of recreation demand a crystalization of the community spirit, not by the development of the

impersonal and overwhelmingly costly civic improvements, but the encouragement of sane, healthful and intimately social intercourse that will give every individual a place in his neighborhood and foster a community patriotism through an intensive, well organized, highly social and fundamentally civic neighborhood development.

When we reach a point where every individual will be a part of the neighborhood life in which he lives and where he will fill a place that cannot easily be filled by anyone else and when every one will bear a share of the burden as well as share in the joys and benefits and pride of neighborhood life, we shall have socialized our cities more than any impersonal and commercialized effort could ever accomplish for the community as a whole.

While I must confess that I find it difficult to crystalize into a few questions the lines of inquiry required by an adequate survey of the recreational or leisure time facilities of a community, there are certain definite facts and factors, which when ascertained, may be used as a guide in formulating a recreational plan and in forming a fair conception of the adequacy of existing facilities.

The following are some of the conditions to be considered in the examination of leisure time facilities in their relation to the city plan:

1. The distribution of population in relation to recreational centers such as parks, playgrounds, large play areas, public halls, public community centers such as schools, etc.

2. The racial and occupational character of the population in relation to the recreational facilities of given neighborhoods.

3. The character of recreational facilities in relation to their use by the various classes of people.

4. The characteristic recreational needs and possibilities for self expression of people in relation to the facilities for such expression.

(Each nationality has its own traditional amusements and methods of play which should be studied and given an opportunity for expression.)

5. The relation between the cost of amusements per individual in the use of commercialized amusements as compared with the cost of such amusements to the city.

6. Obstacles in the way of an increased use of the public recreational facilities as to access, inadequacy, lack of variety, racial and national prejudices, artificial boundary lines between populational groups due to natural or artificial barriers, etc.

Answers to these questions can be obtained only by an exhaustive study of conditions in each neighborhood and recreational center. The results attained, however, throw light upon the whole leisure time problem of the community, and may assist in determining upon a clear cut policy which would affect both the management and use of present facilities as well as the planning of future.

The questions that I have endeavored to raise regarding the city plan are far from representing either the full extent of the problem or its import. I have merely endeavored to give the reader a glimpse into the far reaching significance of city planning work as a determining factor in the life of the people.

## LOCAL GOVERNMENT

IT is a generally accepted fact, demonstrated by repeated study, that the type of government of a community not only reflects the citizenship of that community, but determines to a very considerable extent the number and solution of many of its social problems. The understanding of the organization and work of the local government is therefore a prerequisite of efficient work in remedying existing conditions, and often in explaining civic apathy, that is so dangerous to American democracy.

Some of the facts to be ascertained concerning local government are as follows:

1. Is the community an independent governmental unit or is it part of some other city or town?
2. Is the government based upon a special charter or is there a general charter that applies to all localities of the same class in the state?
3. What changes have taken place in the charter during the last fifty years?
4. Has the commission or city manager plan been tried in your community?
5. How large is the city council and board of aldermen, or whatever the local legislative body may be?
6. Are the councilmen elected at large or by wards?
7. What powers does the mayor have?
8. What power does the council have?
9. What powers does the state legislature have in relation to local administrative and financial affairs?
10. What laws intended to benefit the community have been submitted to the State Legislature within the last ten years, and have failed of passage?
11. How are the judicial officers of the city appointed, what

is their tenure of office and what types of cases do they handle?

12. Are the schools administered by elective officers or by an appointive committee? How are the appointments made?

13. What are the departments which constitute the work of the local government?

14. To whom are the heads of each department responsible and what is the extent of this responsibility?

15. What is the appropriating body which decides upon the the distribution of the public funds?

16. Are budgetary estimates published in advance or are requests made privately by department heads to the appropriating body?

17. What legislation affecting the health and morals of the community as a whole has the council enacted within the last five years?

18. What local problems have arisen within the last ten years which have not been solved on account of the limited powers of the local government?

19. What means of publicity do the city departments use to inform the public of their work? Are published reports required by law and if so, is the form determined or is it left to the discretion of the reporting department?

20. What method of checking accounts is in use?

It is clear from the above questions that the points emphasized relate to the machinery of the local government in its relation to the individual voter as a part of the whole community or of a particular neighborhood or ward. The distribution and use of the city's or town's financial resources have long been the subjects around which have centered most of our existing or suspected graft. Inadequacy and inefficiency of service have frequently been attributed to insufficient financial resources when fundamentally a lack of understanding of the community's needs has caused an unintelligent and unreasonable budgetary distribution.

The relation between existing home rule, its efficacy

and the handicap resulting from its limitations have been emphasized in the above questions, so that some judgment regarding needed charter changes may be formulated.

The above general questions have to do particularly with the organization of the government and to a certain extent with the legislative powers of the community. The taxing powers and the financial condition of the locality may be ascertained by endeavoring to answer the following questions:

1. What is the tax rate and how is it determined?
2. What is the number of taxpayers upon real estate as compared with the number of taxpayers upon personal property?
3. What are the laws concerning assessments?
4. Is land assessed separately from improvements?
5. What share of the taxes is being derived from public service corporations?
6. What other revenue is derived from public service corporations?
7. What other revenues does the city derive from sources such as renting of property, fines, licenses, etc., and what proportion of the total revenue do they form?
8. Do the taxes meet the needs of the present budget or is money being borrowed to pay current expenses?
9. What is the borrowing limit and how much is the indebtedness of the community?
10. Is there a special tax for school purposes and what is the rate?
11. In what relation does the increase of city revenue from taxation stand to the total increase in population?
12. Is any differentiation made in the rate of taxes between assessed valuation based upon purchase price and revenue producing values such as is represented by the public service corporations?

These are only a few of the numerous questions that should be asked in connection with a study of the

local government. It is hoped that in the process of securing the data relating to them, other questions will suggest themselves which are more distinctly of a local nature and which will lead to a better understanding of conditions than we can hope to suggest. The lack of uniformity in the town and city government of this country and the specific phases of administrative work inherent in particular localities make a fuller outline of inquiry inadvisable. It is to be hoped, however, that in choosing the workers in this field, tax payers, lawyers, real estate dealers, bankers, employers of labor, labor leaders and other men familiar with public affairs will be found willing to take the work into their hands.

Within the last twenty years little progress has been made in taxation methods. With the rapid increase in population due to foreign immigration, the growing congestion in our cities and the shifting of wage earners from one industrial center to another, the increasing tax rates caused by necessary school facilities, health, police and fire protection to be provided for a *non-tax-paying population* are becoming more and more burdensome and inequitable. A clearer vision of the tax problems is greatly needed in every community so that a more just and adequate system of taxation may be devised and applied. Western and Canadian cities are experimenting with new methods and are securing the desired results. The fundamental philosophy of all new systems of taxation is based upon the principle of returning to society the values created by it and infusing into the tax burden a promotive rather than a restrictive element of activity and production.

## The City Budget.

Having ascertained the sources and amount of revenues that the city has at its disposal, the method of distribution of these revenues between the different departmental activities must be ascertained.

Generally speaking, the expenditures of a municipality may be classified into general maintenance and permanent improvements. It is an accepted principle in American municipalities, that the general maintenance fund must be derived from general taxes and that improvements should be made with money secured by loans and guaranteed by bond issues. In some instances where the taxes are inadequate to meet the necessary exigencies of the community, and where there is reluctance on the part of the governmental party in power to raise taxes, funds derived from bond loans are used for current expenses.

Relative to the general distribution of funds derived from taxes the following facts should be ascertained:

1. Does the municipality have a definite system of annual budgetmaking, upon which appropriations are based?

2. Is the distribution of funds to each departmental activity based upon an itemized departmental estimate?

3. Are increases for departmental expenditures based upon the normal increase in revenue or upon carefully studied needs?

4. In what ways does the appropriating body ascertain the needs of the community upon which to base appropriations?

5. Is there a permanent body of trained persons studying throughout the year the changes in the needs of the community with a view to guiding the body which controls the finances of the municipality in their distribution of funds?

6. Are individual departmental activities studied from time to time in order to ascertain whether they may not be abolished,

and other more necessary and suitable functions established in their stead?

7. Are questions of relative importance of activities weighed from the point of view of political interest or service to the community? Are hospital needs, for example, disregarded in favor of a firemen's parade or a bandstand?

These few questions indicate the trend of investigation that should be pursued by those carrying on a survey in order to determine upon the method employed in dispensing the people's money. The result may be a complete change in the method of taxation and use of tax funds.

## Municipal Improvements and Loans.

Practically all permanent improvements in our municipalities are made with money obtained in bond issues. The assumption is that in order to do justice to the present generation by distributing the financial burden among those who are to benefit by the improvement, the next generation of tax payers should be called upon to assist in meeting the financial obligation involved by such improvements.

In the study of the use of money derived from municipal loans, in relation to its use for improvement which will benefit the next generation, three important factors should be considered; namely, *cost, durability and service.*

Cost. Municipal improvements are mainly centred upon sewer systems and disposal plants, water supply and filtration plants, street systems and land divisions, park and parkway systems, playgrounds, etc. All these improvements are generally made with money derived from municipal loans amortized during periods

of from thirty to fifty years. In other words, every piece of important municipal engineering and improvement is carried out by mortgaging our children, by placing obligations and duties upon posterity. This being the case, it must be recognized that a large share of the money used by the municipality does not belong to the people who have either directly or indirectly ordered or tolerated the improvements to be made.

In planning municipal improvements, we must measure their value not alone in terms of immediate need and efficiency, but in terms of values to the people who must in the end stand the cost of these improvements. That this has not been the case heretofore is generally known.

The fact is that there has been no greater source of graft and public theft in recent decades than in the field of municipal improvements, for which the citizens of the future must pay. It is hardly necessary to emphasize the fact that this form of graft has been the source of some of the most degrading evils in municipal affairs.

Road commissioners, bridge commissions, and the various other forms of political commissions, whose only ability consists in spending money enough to satisfy their political lieutenants, and in bluffing the public sufficiently to keep out of jail and to remain in office, have employed money derived from loans in criminal and fraudulent improvement schemes, without fearing exposure. The doom of this type of commissions and commissioners could have been sounded long ago, had the tax paying citizens' code of ethics contained anything beyond the crude principles of

personal honesty, which seems to tolerate complicity in dishonest government as long as it does not involve personal danger.

Durability. There are two points of view at least, from which durability in public improvements must be considered. The mere engineering aspect of durability entails a calculation of quantitative and qualitative factors dealing with the materials on hand and the immediate and future use. This, however, relates directly to the improvement in question, and is seldom based upon sociological studies, which determine with accuracy the justification of investments made. We also are constantly finding that certain standards are changing with the times and demand costly and unnecessary adjustments that could have been avoided had foresight, which comes from an understanding of the social, economic and sanitary needs of a community, been exercised. Let us take some of the best known lines of municipal engineering, and consider their relation to durability from the point of view of the people.

A street layout, when once decided upon, fixes for many years, and in some instances for centuries, the lines of development of certain communities. To change and divert the development from these lines to new ones is costly and wasteful in every way. Philadelphia's gridiron system is a good example of development which is not fit for a large city, and where millions of dollars will have to be, and are now being spent, to secure changes in the original plans. The plan of Philadelphia was undoubtedly laid out with a view to affording the simplest possible development and give the greatest regularity. This was a proper princi-

ple to follow, but the broader needs of transportation, congestion of population, distribution of industrial and business and social activities were wholly overlooked.

The alley system, which has been one of the most serious evils in the development of our cities from the point of view of housing, was made possible by the maladjustment of the city plan to city needs and the absence of initiative among municipal engineers in departing from the old system of street development to consider more seriously the modern tendencies and modern needs.

The Washington plan which is held out as one of the most monumental and far reaching undertakings in the line of municipal planning, failed in so far as it did not provide for the working people and made necessary the development of alleys that have for years been a menace to the health of the people of the capital city.

The plan which the engineer L'Enfant made for the city of Washington may be called a social failure although it meets the needs of sumptuous development that is generally associated with the capital of a country.

In measuring the durability of an improvement it is important, therefore, to consider the extent of the improvement in its relation to possible social changes both in the character of the community and in the type and number of people to be served in the future by the improvement to be undertaken.

Aside from fitness to changing conditions, we must consider the wearing qualities of such improvements, using as a basis the increasing cost of maintenance

that the advancing age of the improvement will require. It is only on such a basis that a fair estimate of durability can be made.

Service. All work done by the municipality is social service work. Some of it is repressive and is expressed in terms of control of conditions and individual action and considerable is expressed in terms of constructive work. As all municipal improvements are social improvements of one or another kind, they should be measured by the standard of service that they are calculated to render. This being the case, we must admit that permanent improvements must be subjected to measurement on the basis of two standards of efficiency. One is the efficiency of the improvement from the point of view of technical engineering, and the other is the degree of efficiency attained as a means of serving the interest of the public. A structural undertaking may be a marvel of technical skill, and at the same time stand out as a hopeless failure from the point of view of social efficiency.

A system of parks and playgrounds which is a masterpiece as a product of landscape architecture, but is located where it is inaccessible to the public is socially a failure. A transit system that meets existing conditions and is based upon estimates of economic returns and special business interests may be an example of the highest type of engineering skill, and may meet every requirement of high finance, but it must be considered as a complete failure if it does not serve the interests of the public as a whole. Another traffic scheme may be splendidly adjusted to certain needs of a particular section of the city and may be injurious to the health and comfort of the very people

it serves because it stimulates congestion which carries with it bad sanitation, moral dangers, difficulties of police control, concentration of vice and crime.

Favoritism or undue commercialism in the planning and development of such systems are anti-social and the responsibility for each work rests with the taxpayer. In measuring the value of permanent municipal improvements from the point of view of service, the extent of the service as a benefit to the whole community should be considered. Where the benefits are limited to special classes or neighborhoods, the burden should be placed where it belongs.

The fundamental philosophy of the bond issue is justice and only by measuring its value in relation to cost, durability and service can justice be done.

## SUFFRAGE.

THE condition of the local government, its efficiency and capacity for development and service depend to a considerable extent upon the prevailing suffrage laws as well as upon the character of those enjoying the right and taking advantage of their privilege to vote. A knowledge of the suffrage conditions in a community may be gained by inquiries such as these:

1. What are the local suffrage laws?
2. What is the race and nationality of the probable voters?
   a. Do women have full franchise, do they vote on school election only, or are they wholly deprived of the franchise?
3. Within the last twenty years what has been the change in the national and racial composition of the persons entitled to vote?
4. What was the difference between the total number of voters at the last local election and the total number of persons entitled to vote? (Indicate these figures by nationality and place of birth of father if possible.)
5. Are there ward leaders; and if so what is their character, business interest, connection with public work and public service corporations, public offices? What are their political and religious affiliations and nationalities?
6. Have the various nationalities and races come to be organized into political clubs and if so, to what extent and for what purpose?
7. Is buying and selling of votes a general practice, and if so, what parties and what interests practice this method?
8. What is the usual political affiliation of the various nationalities?
9. What agencies are interested in the development of intelligent citizenship among the natives and foreign born and what results have been accomplished through their effort?

The question concerning the reasonableness of the

general fear lest the foreigner may, from the point of view of citizenship, prove injurious to American democracy, American institutions and traditions, can be answered more intelligently by an impartial inquiry into the above nine questions than by any other means. The results of such inquiry may bring about either greater ease of mind for the natives or a more patriotic activity for the civic education of foreigners, stimulated by a knowledge of the facts.

### Americanization.

The great war and the contending national interests in this country have brought forward the problem of Americanizing the foreign elements with all the force that actual or imaginary dangers to the national life of this country could develop. There is, however, confusion in the mind of the general public as to the meaning of Americanization that a social survey should not overlook. The Americanization of the foreign elements through the acquisition of citizenship seems to have taken the place of that greater need for the social, industrial and intellectual assimilation of the foreigner. No one seems to recognize the dangers of a politically incorporated body of citizens whose social ideals, economic standards and intellectual attainments form a greater menace to American democracy, if given political power than if deprived of it.

In studying the facilities for Americanization in a community, we must, therefore, center our attention upon the following conditions:

1. In what relation does the foreign population stand numerically to the natives of native parents or natives of foreign parents?

2. What is the average number of years that pass before the various foreign elements in the community of voting age obtain their citizenship?

3. What is the distribution of the occupations of the foreign voters who have acquired the franchise during the last five years?

4. If all the foreign males of voting age were to require the franchise, what type of population would control the political situation of the community?

5. What is being done to care for the education of the foreign elements preparatory to their enfranchisement?

6. Is the political situation in your community such as to give the foreigners inspiration to strive for the best type of government, or is the gang with its grafting politicians going to be his teacher in American citizenship?

7. Is the foreigner getting justice in the courts, in his employment and in the protection of the health and morals of his family?

8. Are the schools meeting the needs of the potential citizenship, both in relation to the children and the adults?

These and many other questions should be raised in order to ascertain whether Americanizing influences are at work in preparing the foreign elements for their citizenship. Unless this is done, we shall be placing the power of government in the very hands which we now fear as a menace to this democracy.

## INDUSTRY.

INDUSTRY, or that combination of opportunities and conditions which makes up the chances for labor, the sources of maintenance and the assurance of the workers against the dangers of overwork and underpay, unsanitary and dangerous labor conditions and idleness is the most vital force in the community; it is the power that determines its growth and character. This broad point of view of industry should be so studied as to show its relationship and influence upon the workers and upon the industries.

For a clear understanding of the local industrial problems and a more logical plan of inquiry it is advisable to classify the whole subject as follows:

1. Types and Size of Industries.
2. Character of Workers and Compensation.
3. Steadiness of Employment.
4. Chances of Temporary and Side Employment.
5. Protection against Unemployment.
6. Safety in Employment.
7. Welfare Work.

The above classification covers in a general way the main aspects of the study of industry and upon their intelligent treatment and a careful scrutiny of the facts depend the answers to many of the important industrial problems of the day.

### Types of Industry.

By types of industry is to be understood not only the production of the mill and the factory, but all

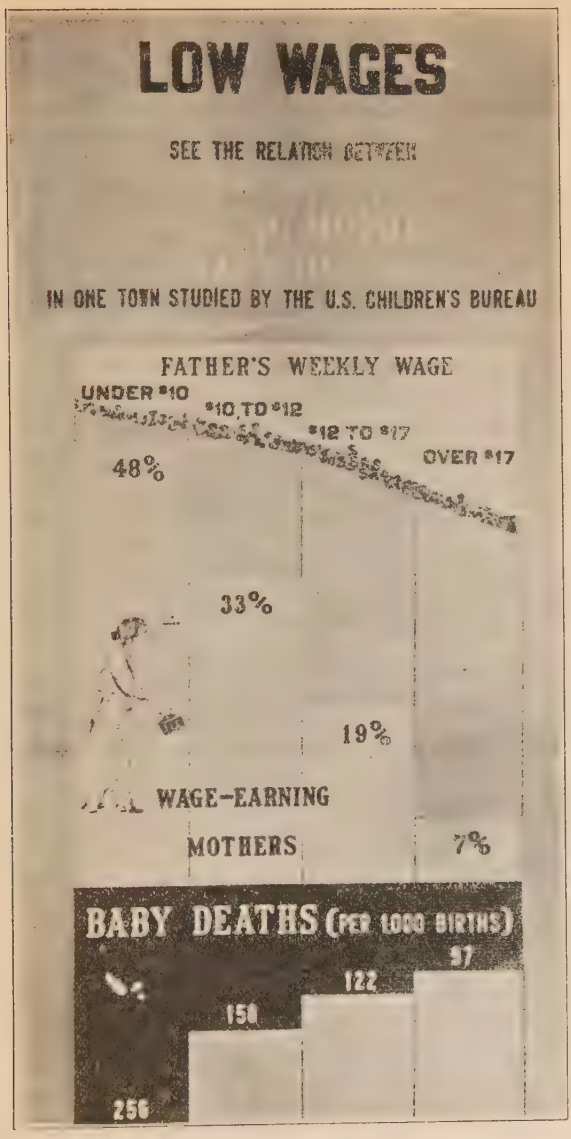



CHART SHOWING RELATIONS BETWEEN WAGES OF FATHERS, PROPORTION OF WORKING MOTHERS AND DEATHS OF BABIES PER 1000 BIRTHS.
Prepared by the Children's Bureau of the United States Department of Labor.

larger productive activities which use labor in considerable quantities, particularly those pursuits which give character to the community and which have determined the growth of the population and the development of manufacture and trade.

A reasonably comprehensive idea of the types of industries prevalent in the community can be obtained by consulting the last census report on occupations and selecting the pursuits which employ the largest number of laborers or workers. A standard of such study may be found by placing the limit of workers at one hundred persons or more for each industry studied. This is, however, not the figure which should always be accepted as the best, but should rather be a point from which to determine a standard by taking into account the extent of the investigation to be made, the amount of time available, the size of the community and the number of workers available for the survey.

The industries to be considered once agreed upon, the following questions should be answered:

1. What is the character of each industry and how many establishments are in operation?

2. What is the number of workers employed in each industry and in each establishment?

3. Is there a financial or legal connection between any of the industrial establishments?

4. What has been the growth of each industry in the last ten years?

5. Have any establishments been abandoned or bought out by others in the same locality?

6. Have any outside competing interests bought out local establishments which were later abandoned?

7. Are most of the industries in the hands of local people or

are they in the hands of outsiders who have come to seek a labor market?

8. How are industrial establishments taxed and how does it affect the establishment of new industries?

9. Are the industries so co-ordinated as to be dependent upon each other's products or not?

10. Do industries find a satisfactory labor supply in the community or is labor imported from other localities?

11. Are extensive means of advertising for labor used and what responsibilities do the employers assume towards their imported employees?

12. Is the importation of labor due to an actual industrial demand for extra help or to a desire to reduce wages by overstocking the labor market and hindering the unions?

13. In what relation do the opportunities for employment stand to the labor market?

14. Is there sufficient variety in the industries to provide employment for all the various types of workers such as men and women, skilled and unskilled, or is there a lack of adjustment so as to afford opportunities for employment only to selected classes?

### Character of Workers and Compensation.

The above inquiries having been completed and the facts clearly and comprehensively stated, the character of the workers and wages may next be considered and the inquiry should follow somewhat along the following lines:

1. What is the total number of workers in each industry and if possible in each establishment?

2. How many of the workers are men, women or children?

3. What is the proportion of skilled and unskilled workers of each sex?

4. What are the nationalities and races mainly represented in each occupation?

5. What is the maximum and minimum wage in each for men, women and children in skilled and unskilled trades?

6. Are men or women more commonly idle in particular industries and why?

City . . . . . .

Street ..... No. .....

## INCOME AND EXPENDITURES OF WAGE FAMILIES.

### CONFIDENTIAL SCHEDULE

### RHODE ISLAND STATE BUREAU OF LABOR STATISTICS.

Schedule No.

Date of Inquiry

Reported by

| Position in Family | Age | Sex | State or Country of Birth | Years in U. S. | Occupation* | Class of Work* | Hours of work per week | Days unemployed | Wages per week | Income per year | Other Gainful Occupation | Income per year | Insurance | | Lodges or Societies | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | | | | Total | Weekly dues | Sick benefit | Death | Weekly Dues |
| Head of Family | | | | | | | | | | | | | | | | | |
| Wife | | | | | | | | | | | | | | | | | |
| Child 1 | | | | | | | | | | | | | | | | | |
| " 2 | | | | | | | | | | | | | | | | | |
| " 3 | | | | | | | | | | | | | | | | | |
| " 4 | | | | | | | | | | | | | | | | | |
| TOTAL | | | | | | | | | | | | | | | | | |

**MEDICAL CARE.**

Physician fees. $.....
Dentist " .....
Oculist " .....
Glasses " .....
Hospital " .....
Free Med. Aid " .....

**AMUSEMENTS.**

Car rides per w'k $.....
Theater " " .....
Travel " year .....

**TOILET AND CLEANING.**

Barber $.....
Laundry .....
Soap, Soapine, etc .....

**CLOTHING.**

Head of family $.....
Wife .....
Child 1 .....
" 2 .....
" 3 .....
" 4 .....

**INCIDENTALS.**

Church Cont'b'n $.....
Society fees .....
Charity .....
Presents .....
Fines, etc .....

**ECONOMIC SITUATION.**

Bank { Deposit $..... / Savings .....
Income from property, etc., per year .....
Aid from relatives, per year .....

Money borrowed in year $.....
Amounts due on furniture, etc .....
Outside aid .....

Rent $..... No. of Rooms ..... Bath..... Heating: Steam ..... Stove..... Air..... Boarders No. .....

*If attending school state grade.

CARD USED BY THE AUTHOR IN THE STUDY OF FAMILY BUDGETS EMPLOYED IN THE STUDY OF 2000 WAGE EARNING FAMILIES IN RHODE ISLAND.

7. Are married women and women with small children employed and to what extent?

8. Is there a large group of workers without family connections in the community?

9. Do many workers live in other localities and come to work in your community or vice versa?

10. Are skilled workers available in the community or must they be brought from outside?

11. Are the schools endeavoring to train workers along the lines required by local industries and if so, are the products of these schools finding employment in the locality?

That some difficulties will be found in ascertaining the facts relating to the above questions must be granted, but through the assistance of the census, the manufacturers and superintendents of manufacturing plants, the charitable agencies, the school authorities, the ministers and the voting lists, satisfactory results can be obtained.

## Steadiness of Employment.

One of the most serious difficulties in modern industry is the fluctuation in the demand for labor during various periods of the year. The community life of a city or town is often rendered unstable and thriftless by the constant changes in the opportunities for regular and well-paid employment. This is particularly true of small populational centers where only a limited number of industrial establishments of the same kind, which are often controlled by the same company or corporation, are to be found. An inquiry along this line might be based upon the following questions:

1. Do your industries employ steadily through the year the same number of workers and what industries have variations in the number of their employees?

2. When and how long are the rush and slack seasons in each

industry and what classes of workers are affected most seriously by them?

3. Is the work of the industries with slack seasons such as to make it possible for workers to go from one industry to another and to what extent is this the practice?

4. Does the rush season bring many out of town workers?

5. Are men or women most commonly affected by the rush and slack seasons?

6. Has work been suspended because of strikes or lockouts within the last two years and if so, in what industries and what has been the number of workers affected?

7. What has been the result of the most important strikes and lockouts that have taken place within the last two years?

(Increased wages, shortening of hours or replacement of striking workers with non-union labor?)

Enforced idleness, due to irregularity of employment, is one of the most serious social problems to be dealt with. Not only is the economic life of the individual and the family affected, but the moral and social life of the workers is endangered. The saloon, the vice resort and the cheapest types of amusements thrive upon irregular employment, while the rush season endangers the health of the workers and attracts a nomad population of wage earners who are soon thrown upon the community for care and support. Rush and slack industrial seasons are due to a lack of intelligent adjustment between supply and demand which scientific management can and should abolish.

### Temporary and Side Employment.

Many of the workers abroad and some of the recently arrived immigrants in this country with their love of the out-of-doors and an appreciation of the opportunity to use the bounties of the land, are adding to their daily income derived from work in the mills

or mines, by cultivating a small tract of land which constitutes a considerable source of pleasure and self-education besides the financial gain. This practice is not to be found either among the native born mill-workers or among the immigrants who are crowded into the tenement districts of our cities and towns. There are, however, certain sources of income resulting from supplementary occupations which are carried on in the homes during evening hours which may justly be considered and which are the outcome of unsteady employment and in many instances of insufficient wages. In some instances desire to accumulate wealth or secure economic independence induces families to take up work in the homes so that all members of the family may assist. Child labor of the most objectionable type has developed in connection with home industries.

There are also many occupations in which workers engage during times of employment and which are beneficial in so far as they do not interfere with the integrity of the family and the home. The taking of work from the factories into the home, the taking of the entire family into berry picking camps and similar occupations which engage the attention of the entire household are to be discouraged. There are, however, conditions under which work in the home and in the fields is done without serious danger.

In ascertaining the possibilities and character of side and temporary employment the following questions may be used as a partial guide:

1. How many of the working people's homes present opportunities for small scale farming?
2. What is the character and extent of the local industries,

## EXPENDITURES ON FOOD, FUEL, LIGHT, CAR FARES AND TELEPHONE. SCHEDULE NO. . . ...

| ARTICLES | Quantities Purchased | Price per unit | Amount used per week | ARTICLES | Quantities Purchased | Price per unit | Amount used per week | ARTICLES | Quantities Purchased | Price per unit | Amount used per week | ARTICLES | Quantities Purchased | Price per unit | Amount used per week |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Baker's Lvs. of Bread | | | | Fish Fresh | | | | Canned Goods Vegetables | | | | Car Fares | | | |
| Rolls | | | | Canned | | | | Fruits | | | | Coal | | | |
| Pies | | | | Salt, Dried | | | | Jams, Jellies | | | | Wood | | | |
| Cakes | | | | Oysters, Clams, &c | | | | Fruits Fresh | | | | Gas | | | |
| Crackers, &c | | | | Oleomargarine | | | | Dried | | | | Kerosene | | | |
| Flour | | | | Butter | | | | Tea | | | | Candles | | | |
| Cereal | | | | Cheese | | | | Coffee | | | | Matches | | | |
| Beef, Fresh | | | | Eggs | | | | Cocoa | | | | Alcohol | | | |
| Salt | | | | Milk, Fresh | | | | Sugar | | | | Liq. consumed away from home | | | |
| Ham, Bacon, &c | | | | Condensed | | | | Spices, &c | | | | Beer | | | |
| Sausage | | | | Other Milk Products | | | | Molasses, Syrups | | | | Ale | | | |
| Ready Cook'd Meals | | | | Turnips | | | | Liquors, Beer | | | | Wine | | | |
| Mutton | | | | Onions | | | | Ale | | | | Whiskey | | | |
| Lamb | | | | Carrots | | | | Wine | | | | Gin | | | |
| Veal, &c | | | | Fresh Vegetables | | | | Whiskey | | | | Telephones | | | |
| Poultry | | | | Beans | | | | Gin | | | | ICE | | | |
| Lard | | | | Peas | | | | | | | | | | | |

MEALS AWAY FROM HOME.....NO. PAID FOR.....NO OF PERSONS..... COST.....

OBVERSE PART OF CARD USED BY THE AUTHOR IN THE STUDY OF 2000 FAMILY BUDGETS IN RHODE ISLAND.

and what legal restrictions are placed upon such industries? (Sweatshop laws, tenement house restrictions, etc.)

3. Are small children used in the home industries and to what extent?

4. What are the lines of extra work that laboring people can undertake aside from their regular daily tasks?

5 What is the extent of the practice of keeping roomers and boarders in private families?

Aside from these questions the problem of the local industrial balance should be considered in terms of the possibilities for finding employments in nearby communities in times of industrial depression in the home city or town. This problem of migration for purposes of finding work in other communities rather than in the home town or city has its advantages and disadvantages and should be carefully considered. In the communities where nearby population centers carry on industries similar to those of the home community it is often possible to shift workers from one to the other without impairing the family ties and with considerable advantage both to employer and employee. But when migration for the purpose of finding work takes the members, and particularly the head of the family to distant places, it is often done at great risk to the home. Many cases of desertion and the numerous instances of broken up families due to the departure of the head must be attributed in no small degree to this type of labor migration.

As far as possible a survey should concern itself with the possibilities of shifting labor from one industry to another, and within reasonable limits investigations of the opportunities presented by the labor markets of nearby communities with a view to labor migration and exchange should be carefully carried on.

## Protection Against Unemployment.

Protection against unemployment has developed slowly in American industries and has depended largely upon private initiative and such foresight as has been customary with labor organizations in the nature of insurance against illness and accident. But generally speaking nothing has been done in the way of providing compulsory insurance against unemployment. Some questions in connection with the problems of unemployment may help to show what the problems are:

1. What is the usual number of unemployed at certain periods of the year?
2. What organizations and societies provide for mutual insurance against enforced idleness?
3. What is the number of working people who have deposits in various banks?
4. What is the average deposit per worker in savings banks?
5. What is the number of property owning workers and what is the average valuation of property per worker?
6. Is there any organization which lends money to workers upon notes or surety on a reasonable interest without intent of gain?
7. Does the community ever borrow money for public works which are purposely rushed during times of depression?
8. Does the City or State maintain a free employment agency?
9. Is a city woodyard or city laundry maintained for the purpose of giving work to temporarily unemployed?
10. Do any philanthropic agencies maintain such establishments?
11. What is the full employment capacity of all work-giving agencies and what is the maximum and minimum number of unemployed during the year?
12. Of the families and individuals handled by the charitable agencies, private and public, what proportion were cases due to unemployment caused by labor conditions?

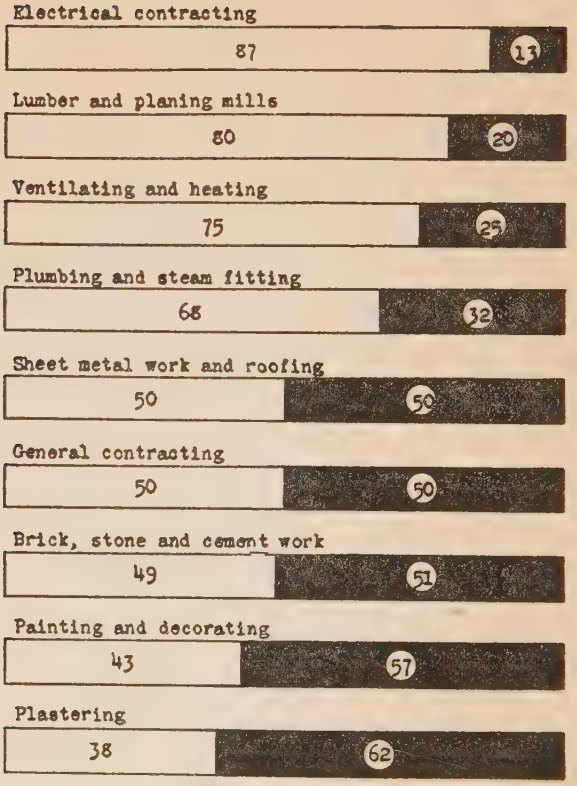
It will be found that many of the answers to these questions indicate a shortage of community responsibility and a lack of adjustment that commands attention.

## Safety in Employment.

The most wasteful and most criminal negligence in the protection of our human resources is to be found in the flagrant absence of proper protection of the workers in the pursuit of their daily labor in mill and mine, and in many of the walks of life in which millions of workers are daily taking their risks. Protection and prevention of industrial accidents have recently awakened public interest. The failure to secure proper legislation and volunteer action for the protection of the workers against industrial accidents has been due not only to employers but also to the workers who fear the extra burden of insurance. The public mind, however, is coming rapidly to realize the importance not only of insurance against accidents and death, but that the prevention of accidents is of the most momentous importance to modern industry. Current discussion of the subject found in the public press, the frequent references to it from the pulpit and the professor's chair and the agitations carried on in this direction by leaders in social and political life, clearly show that public sentiment is in favor of insuring protection and safety to the workers.

In connection with this topic questions such as these might be asked with profit:

1. Is there any compulsory insurance law providing for compensation in case of industrial accidents resulting in disability or death and if so what are the provisions?




SECTIONS IN OUTLINE REPRESENT PERCENTAGE OF MEN EMPLOYED AND SECTIONS IN BLACK PERCENTAGE OF MEN UNEMPLOYED IN EACH OF NINE BUILDING INDUSTRIES AT A TIME WHEN EACH INDUSTRY SHOWED THE LARGEST PERCENTAGE OF UNEMPLOYMENT.

From the volume on Building Trades by Frank L. Shaw, of the Cleveland Educational Survey.

2. What is the status of legislation providing for proper protection of machinery?

3. Under whose jurisdiction is the protection of machinery enforced?

4. What is the number and nature of industrial accidents that have occurred during the last year or two?

5. Are the laws concerning the protection of machinery enforced properly?

6. What amounts have been paid to industrial accident victims by manufacturers, insurance companies, charity societies, lodges and mutual aid societies within the last year or two?

7. In what industries have most of the accidents occurred and what has been the age and nationality of the persons injured or killed?

8. How many persons wholly dependent upon injured workers have been affected? What are their ages and social condition?

9. What have been the causes of the different accidents and to whom have they been attributed?

10. How many of the industrial establishments maintain an emergency department?

Many other parallel questions are sure to appear in different localities which might be followed up with profit, but the general lines are above suggested.

## Welfare Work.

A keen appreciation of welfare work done under the auspices of particular establishments for the benefit of the employees has been realized among many of the leading captains of industry and the results have shown gains not only in improved relations between employer and employee but also in terms of increased efficiency among workers. An inventory of welfare work done by various local establishments may be secured by gathering facts concerning the following:

1. How many of the industrial establishments maintain for the use of their employees a lunch room, rest room, baths, meeting

rooms, club rooms, playgrounds, settlement houses, a social secretary for individual work particularly with girls, etc., and what is the character of each?

2. What establishments have an apprentice system for the training of skilled workers and what class of persons are usually selected as apprentices?

3. Is there a pension fund connected with any of the industrial establishments and what are its conditions?

4. What establishments maintain a system of volunteer insurance or free medical aid in case of sickness?

5. Are there any special funds provided by industrial establishments for social service work to be carried on for the benefit of the community at large?

The above outline of an industrial survey is far from being complete, but the questions were formulated with the aim in view of suggesting in the mind of the reader the vital industrial problems which have an immediate effect upon the community and the working people.

Welfare work carried on by industrial establishments has frequently created antagonism and resentment among employees. Lack of proper management and a narrow point of view may defeat the best efforts of an employer. The effect that such service has upon the workers should be carefully studied.

### Labor Organizations and Labor Problems.

So far we have been considering the relation of the industry to the work. The relation of the worker to his industry, however, represents an entirely different set of conditions and problems.

With a flexible labor market such as this country presents, the constant changes in industrial methods and types of workers, the labor elements in this country have found it to their advantage to organize against

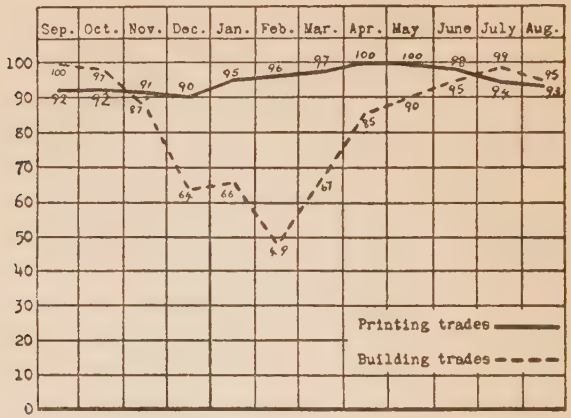
the exploitation that free labor competition necessarily produces. In the carrying out of a social survey it is essential to ascertain the extent and character of labor organization that exists in the community and to what extent they attempt to deal with the local labor problems.

Labor Organizations. In the study of labor organizations it is necessary to ascertain the actual distribution of the labor elements in the community as follows:

1. What is the distribution of wage earners in the community according to age, sex, nationality, color and occupation?
2. Which of the occupations are organized into labor unions and what is the membership of these unions?
3. What are the differences in the wages of organized as compared with unorganized trade?
4. In what proportion are the foreign labor elements distributed in the organized as compared with the unorganized trades?
5. What has been the history of the important organizations and what are their principles, rules and customs?
6. What is the character of the leadership that the unions are dependent upon?
7. What is the attitude of the unions toward labor legislation regarding woman and child labor, industrial insurance, factory sanitation, etc.?
8. To what extent have the labor unions been recognised by the industrial establishments in the community and what contentions have taken place within the last ten years for the recognition of the unions?
9. Are the dividends and general financial standing of the manufacturing plants that do not recognise unions on the average higher or lower than in plants in which unions are recognised?

Labor Problems. The labor problems may be divided into two distinct groups: namely, the problems of the employer and the problems of the employee.

Under some conditions the problems of the employer are the same as the problems of the employee, as is the case when general industrial depression sweeps the country, but as a rule, while the problems of one




PERCENTAGE OF MEN IN BUILDING TRADES AND IN THE PRINTING TRADES EMPLOYED EVERY MONTH DURING THE YEAR.

The largest number in any one month is taken as a basis and is represented by 100 per cent.

From the Printing Trades volume of the Cleveland Educational Library.

affect the other, they are not generally different in the effect upon the two groups of interests.[1]

A few lines of inquiry relating to labor problems may be considered on the basis of the following questions:

1. Is the labor supply in the community commensurate with the labor needs, or is there an oversupply of labor and a shortage of employment opportunities?

2. Is there a shortage of labor in one field and an over supply in another?

[1]For most communities this information may be obtained by consulting the last Federal or State Census.

3. Are any steps being taken to meet the needs for workers especially trained for the local trade, or is the community depending upon importation of such labor supply?

4. Are the local industries mainly low wage industries?

5. Are the industries affording employment opportunities for both sexes and all working ages?

6. Are provisions for arbitration, in case of labor disputes, provided by law or agreement?

7. What disputes have recently been settled on the basis of these provisions and how effective have these settlements been in meeting the needs of labor employers and employees?

8. What has been the attitude of the local authorities toward labor troubles both from the point of view of endeavoring to effectuate a settlement or in quelling disturbances?

The above questions do not lay claim to having covered the field, but they are sufficient to lead the surveying forces into the subject, which will unfold its intricate ramifications and develop a broadening interest and sympathy and understanding in relation to one of the most complex social problems of our industrial life.

# HEALTH.

THE last century has been a period of human achievement; the present century promises to be one of human improvement. We have been hoarding knowledge and wealth and boasting of what the human mind is capable of knowing and doing; we are now ready to use this wealth and knowledge and experience for the general improvement of the race by increasing its capacity for work, service and happiness. In a word, we are turning from the objective to the subjective of human society.

The study of health may be divided into three important factors, namely, the conditions of health that exist, the factors that determine the condition of health and the laws intended to promote health. The first relates to mortality and morbidity, the second to the various causes of sickness and death and the last to the legislative control of conditions that determine health.

## Mortality.

The first prerequisite of an intelligent health survey is the ascertaining of the health conditions in terms of measurable quantities expressed in statistical form.

In most of the registration cities statistical data for the accurate study of health conditions are available. There are cases, however, where the negligence of the health authorities renders such study impossible. In such cases it is necessary to prepare for the survey at least one year in advance, in order to record the mortality and morbidity rate and furnish a basis of

judgment as to the status of the health of the community for at least one year. Such questions as these should be answered in the preparation of a survey of health conditions:

1. What is the death rate from all causes in the community according to ages, sex and nationality of those who died within a period of one or two years?
2. What is the death rate by nationality, age and sex in other communities of the same size?
3. What are the causes of deaths by nationality or race, by age and sex and which of them are preventable?
4. What is the death rate among infants under one and under five years of age, by nationality and sex?
5. Which sections of the community show the highest death rates and which the lowest?
6. Are deaths reported accurately to the authorities and are the facts published regularly and intelligently?
7. Are the reports discussed in the daily press and do they attract attention?
8. How does the death rate in your community compare with the death rate in other communities and the state?
9 What proportion of the deaths were due to preventable causes, either accidents or diseases?
10. What proportion of deaths were due to contagious diseases?

## Morbidity.

The evils and suffering caused by disease when seen from the point of view of the family, the danger to the community due to contagion, the burden upon the city and state entailed by hospital care and upon charitable societies dealing with the conditions resulting from sickness among the poor, are more serious even than the sad and often unnecessary deaths.

The work of preventing diseases depends very largely upon the distribution of these diseases according to location and a proper determining of the causes.

To provide medical care and hospital facilities is among the first duties of the community, but to ascertain and remove causes of disease is the only modern way of serving the interests of health. The most elaborate system of hospitals and the most liberal provisions for medical care of the sick are only an indication of our failure to prevent disease and death before it makes its victims. Preventive medicine and sanitary engineering should replace our hospitals and the drug industry, and our advancement in public health-work should be measured by the degree of this displacement.

The following should be ascertained in a study of morbidity:

1. What was the number of persons ill with contagious diseases and what was the character of the disease during the last year?

2. What epidemics have occurred in the last five years in the community and have causes attributed to them been removed?

(In statistical tables deaths from preventable diseases should be considered separately.)

3. What has been the number of victims of the epidemic and how many recovered?

4. How many persons have received free treatment in hospitals and dispensaries in the last year and for what diseases?

5. Do any particular industries show a larger number of cases of sickness than others, what is the character of the diseases and are they contagious or not?

6. How many children have absented themselves from school during the year on account of illness?

7. Have the schools been closed during the year on account of epidemics and for how long?

8. In what trades have women shown the largest amount of illness and irregularity of work?

9. What have been the prevailing contagious diseases among children and infants during the last year?

# BABY'S FOES

CAPTAINS OF THE HOSTS OF DEATH
ARE
POVERTY
IGNORANCE
BAD SURROUNDINGS.

THOUSANDS AND THOUSANDS OF BABIES
ARE KILLED BY THESE FOES

OTHERS WHO SURVIVE STRUGGLE THROUGH
LIFE BEARING SCARS MADE BY THEM.

STRIKING CARTOON PREPARED BY THE CHILDREN'S BUREAU OF THE UNITED STATES DEPARTMENT OF LABOR.

10. What has been the distribution of these diseases according to locality, type of feeding, seasonal changes, etc.?

With the material accumulated in the investigation of the questions as above indicated, the survey has reached the point when the consideration of the more specific problems of ill health and mortality may be undertaken.

## Housing.

The housing of the people is so vital a factor in determining the health of the community and its influence is so closely connected with the moral and social atmosphere in which the people must live that it deserves special attention.

In dealing with housing conditions and the evils resulting therefrom, we find that resistance to disease, infant mortality, longevity and industrial, moral and social efficiency may be unhesitatingly drawn along the boundaries that divide the community according to the condition of the homes and the living conditions which they render possible. This being the case, it is of the utmost importance to ascertain the housing conditions of a community in order to ascertain the forces working against proper housing and to make possible the outlining of constructive housing policies consistent with the local facts.

The far reaching influences of bad housing conditions must appeal therefore to those who are interested in the welfare of the community for its own sake, as well as to those who calculate their social service in terms of increased efficiency in the daily tasks of the workers, and savings in financial responsibility both towards the city and the philanthropic agencies of the community. The work of ascertaining housing conditions

Surface Drainage, a Menace to Health Found in Most American Cities.

of the people should therefore be done with the utmost care and the results weighed in terms of health as well as in terms of moral standards and industrial efficiency.

The most serious defects of housing reform in America are the assumptions that the housing problem is wholly distinct from other problems, and that it involves essentially the question of a problem of sanitary accommodations. That the absence of town planning and the general environmental conditions outside of the home coupled with inflexible and frequently antiquated laws and practices are the real menace of the home, must, however, be realized.

The sanitary aspects of the housing problem should be considered along the following lines:

### Conditions of Dwellings

1. Is the locality a community of homes or of three or four or more family houses and what is the number of each type?

2. What is the average porportion between rental and family income? (If this cannot be ascertained, the rental per tenement by number of rooms in some characteristic sections should be considered.)

3. Are the families crowded in small tenements and what is the extent of the crowding? (Number of persons per room, crowding in bedrooms, etc.)

4. How frequently are roomers taken in to piece out rents?

5. Is the water supply in the homes of good quality and sufficient for the use of the families?

6. Is there a sewer system and is it connected with the dwellings in all parts of the city? If not, what is the number of dwellings not connected and the number of families and individuals affected?

7. What is the character of the toilets; are they located in apartments, cellars, halls, basements or yards and are they connected with the sewer? (Secure facts concerning each.)

8. Are toilets used by one or more families each and to what extent is overcrowding in toilet use prevalent?

# APARTMENT CARD

**SPECIAL NOTE**

**STREET** **NO.** **NO.** **DATE** **INVESTIGATOR**

**Location** Front / Rear / Through / Story

Owns / Rents: Week / Month

**Manufacture in Apartment** Kind

**No. Empld.** Adults / Children under 14 / Children over 14

**Rooms Used for Mfg** Shop / Kitchen / Dining Room / Bed Rooms / Sitting Rooms

**Family** Head — Occupation / Nativity

Members — Children under 5 / 5—14 / 14—18 / 18 and over

Male / Female

No. Lodgers: Males / Females

## ROOMS IN APARTMENT

| No. | Use◆ | Light | Ventilation | WINDOWS: No. | WINDOWS: Opening onto | WINDOWS: Size | Cleanliness | Repair | No Persons sleeping | Size of Rooms | Kind of Heating |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | | | | | | | | | | | |
| 2 | | | | | | | | | | | |
| 3 | | | | | | | | | | | |
| 4 | | | | | | | | | | | |
| 5 | | | | | | | | | | | |
| 6 | | | | | | | | | | | |
| 7 | | | | | | | | | | | |
| 8 | | | | | | | | | | | |
| 9 | | | | | | | | | | | |

| Apartment Fixtures | No. | Location | Material | Enclosed | Trapped | Repair | Cleanliness | Used? |
|---|---|---|---|---|---|---|---|---|
| W. C. | | | | | | | | |
| Sink | | | | | | | | |
| Wash Tubs | | | | | | | | |
| Bath | | | | | | | | |
| Water Supply | | | | | | | | |

**W. C. Compt.** Type: Clean / Dirty / Filthy

**Light** Light / Gloomy / Dark

**Ventilation** Shaft / Flue / Air

Adqte / Poor / None

**Access through** ——— **Floor** Repairs / Waterproof / Cleanliness

**Water Shutoff** When / How long / Why

**Deaths in year** Ages / Causes

Contagious Diseases

**Remarks**

◆ Star attic rooms

HOUSING CARD FOR USE IN THE RECORDING OF FACTS RELATING TO THE APARTMENTS OCCUPIED BY INDIVIDUAL FAMILIES.

9. What types of toilet ventilation are prevalent?

10. To what extent are bathrooms provided in the poorer sections of the community?

11. Is household refuse removed by the city and what is the method and frequency of removal?

12. How frequent are windowless rooms in dwellings?

13. How frequently are rooms dark because of proximity of buildings, lighting through airshafts or narrow courts?

14. Are yards provided in tenements and what are the prevailing sizes?

### Environment of Dwelling Houses

1. What is the average width of the tenement streets and how wide are the sidewalks?

2. Are the streets swept, watered, flushed or oiled in the tenement districts and if so, how often and by what methods?

3. Are the streets paved and what is the type of pavement in tenement districts?

4. Are playgrounds provided in the crowded districts?

5. Are street car lines common in these districts and is the use of the streets by children dangerous?

6. Are saloons common in the residential districts and to what extent are they found in buildings occupied by private families?

7. Are houses of prostitution or prostitutes permitted in the neighborhood of or within dwellings?

8. Are the dwellings in the proximity of the factories and are they affected by smoke, gases or other by-products which might be injurious to health?

9. Are there in the proximity of dwellings swamps or lowlands which breed mosquitoes or produce offensive odors?

10. Are noises prevalent in the dwelling districts that could be reduced or avoided?

11. Are abandoned buildings common in the neighborhood and are they protected against improper use by tramps and persons of questionable character?

## Rooming Houses.

With the growth of industries and the migration of labor from one center to another has come the

**LOT CARD**

**STREET** . **NO** **WARD** **BLOCK** **DATE** .

---

**Building**
Front-Rear-Brick-Frame Det.-Semi Det.-Row STYS. No.-Cel.-Bas S. F.-2F.-C. H.-T.H. NEW. 5 YRS. OLD. APTS. PER FL'R C.-B.-1-2-3-4-5-6 REPAIR G.-F.-B.

**STORES** **LOT**
None-No. LOCATION KIND NUISANCE Width Depth %Occupied by Bldgs. %Occupied by Out-Bldgs

**OWNER OR AGENT** **Agent**
NAME ADDRESS NAME ADDRESS

**STREET** **SEWER** **CITY WATER**
How Paved REPAIR G.-F.-B Yes-Not Yes-Not

**FIRE ESCAPES**
None-Adqte LOCATION St.-Yard-Court Repair G.-F.-B OBSTRUCTED Dangerous EGRESS FROM YARD Adqte

**GARBAGE CANS** **ASH CANS**
Adqte.-No.-Metal-Wood WHERE KEPT WHEN EMPTIED NUISANCE Adqte.-No.-Metal-Wood WHERE KEPT WHEN EMPTIED

**YARD**
None-Size in ft Drainage Sewer-Surface-Adqte.-Swampy-Water RUBBISH Fr.-S.-M.-Nu. WEEDS None-Many GARDEN Yes-None

**YARD TOILET STRUCTURES**
No. Toilets No Fam None REPAIR G.-F.-B. CLEAN C.-D.-Fl.-Nu. NO. FT. FROM HOUSE PRIVACY Door Lock NO COMPTS NO. SEATS NO. FAM. USING

**HALL AND APARTMENT TOILETS**
No. Per Floor Kind Material LOCATION Apt. Hall Enclosed Trapped Flush Court or Shaft Size

**CESSPOOL** **RAIN LEADER**
**VAULT**
SEWER-CONNECTED MATERIAL HOW FULL Less than Half-Full Overfull FIXTURES FROZEN . Yes-None Repair G.-F.-B. Discharges Where

**OUT-BUILDINGS**
None-Frame-Brick USE Storage-Stables-Chickens-Others CLEAN C.-D.-Fl.-Nu REPAIR G.-F.-B

**WATER SUPPLY**
Street-Yard-Cellar-Halls-Apts SOURCE Hydrant-Pump KIND City-Well ADQTE

**LOWEST FLOOR**
Cel.-Bas USE Business-Storage-Dwelling VENTILATION G.-F.-B. LIGHT L.-Cl.-D DAMPNESS Dry-Wet-Water

**HOUSE DRAIN** **VERTICAL PIPES**
Exposed-Iron-Earthen-Free-Obstructed-Holes SOIL Exposed-Holes WASTE Exposed-Holes

**STAIRWAYS**
**ROOF**
ACCESS None-Scuttle-Bulkhead-Locked Stairs-Ladder-Detached-Obstructed REPAIR Tight-Leaking FLAT PITCH MATERIAL Front-Back

**PIPES ABOVE ROOF** **ASSESSED FOR $**
VENT SOIL WASTE

HOUSING CARD FOR USE IN RECORDING FACTS RELATING TO CONDITIONS OUTSIDE OF THE APARTMENTS OCCUPIED BY FAMILIES—INDIVIDUAL.

problem of housing persons living away from their families, which in many cities has assumed large proportions and frequently constitutes a serious social problem. The rooming houses and the hotels are the places which largely provide homes for this class of population and the consideration of these hotels and rooming houses should receive attention in the body of a housing survey. The problems connected with this type of housing can be stated in this manner:

1. What is the total population by sex living away from home?
2. What is the number of rooming houses connected with private homes?
3. What is the number of hotels and private rooming houses and what is the method used in conducting them?
4. Are they controlled by local or state legislation, what is the character of this legislation and what authority enforces it?
5. Are there any special rooming houses provided by philanthropic agencies and what is their capacity?
6. Are there houses or tenements in which men keep house without women and what is their number and condition?
7. What is the sanitary condition of the rooming houses and hotels? (Use as a basis for study the questions on conditions of tenement houses.)

### General Considerations.

So far I have dealt with the physical conditions of the existing homes in relation to the population of the community. This, however, represents only a small part of the larger problem. The facts gathered on the basis of the above suggestions are always more or less in the nature of a muckraking process and most communities are generously provided with material for such a process.

A housing survey, however, is not a muckraking process. The display of filth and congestion, the nuisances of broken roofs, doors and windows, the

disease breeding toilets and the sewage that so frequently flows through our city streets are well fitted for the sensational exploitation that housing reform has been subjected to during recent years. High phrases of crime, disease, and death have become an integral part of the vocabulary of the housing agitator and tomes upon tomes of housing laws, some practical and some wholly unnecessary, have invaded our statute books. The word slumming has become almost synonymous with a housing investigation and a housing report a verbal and pictorial display of all that is repellant in the form of human habitation and surroundings in our midst. We have been passing through the hysterical period of housing reform and the results accomplished fully measure up to our methods.

An honest and scientific housing survey is more than a photographing of slum conditions. It is a faithful picture of the causes of bad housing, of its effects in terms of human life and human efficiency, of its cost to the individual and to the community at large and above all to be a logical result it must be a programme of action that is consistent with the means of the people whom we are endeavoring to benefit and in harmony with their standards, their social life and personal aspirations.

Casual examinations of the five score and more housing surveys that have been carried out in many cities throughout the United States show them to be mainly social studies limited in scope to existing evils or what might be called the pathological aspect of the problem. The remedies are almost universally expressed in terms of legislation, regulation, inspection and education which deal with the physical factors

of individual buildings and the methods of improving them by reconstruction or destruction. Here our survey work seems to come to a standstill. Most of us can distinguish between normal and subnormal conditions and all those interested in the improvement of housing conditions are nearly agreed upon what the minimum standards should be.

A housing survey, however, should be more comprehensive than the work that housing workers have generally been permitted or were able to do.

A study of conditions without reference to causes and effects cannot be constructive. In housing reform our task is not so much in the ascertaining of existing conditions as in the relation that these conditions have to certain fundamental economic, social and municipal factors that render radical changes impossible or difficult. The fundamentals of an intensive housing survey, which is the essential prerequisite of all other social surveys, are as follows:

1. Character of the home as related to the welfare of the family.
2. Relationship of this home to the community activities upon which depend the economic and social life of the people, and
3. The cost of the accommodations as related to the earning capacity of the occupant and rental or purchase prices.

A comprehensive housing survey that neglects these three aspects of the problem is incomplete and from the point of view of constructive reform without value. So far surveys have dealt with health, comfort and privacy. The lodger evil has been added to many of

the serious problems that were structural in character. The only aspect of the sanitary problem that has been overlooked is the study of the causes of existing conditions. Had we been eager to examine into the causes of bad housing conditions, we would have been led to the examination of some of the more fundamental questions of transit, city planning, taxation, etc.

The following appears to me as a fairly complete outline of the causes of bad housing:

CAUSES OF THE HOUSING PROBLEM.

a. *Population.*

1. Immigration as represented by the rate of increase in population both native and foreign.
2. Industrial growth without community preparation, as represented by rapidly growing industries wholly out of proportion with the rate of home building in the community.
3. Race factors, as represented by the tendency to segregate the colored race into quarters inadequately provided with homes for the type and the number of people to be accommodated.
4. Ownership, or the lack of it, due to changing industrial conditions, tenement building.

b. *Municipal administration.*

1. Enforcement of law through well organized municipal departments.
2. Sewage disposal facilities.
   Water supply.
   Waste removal and street cleaning.
   Streets, Park Department.
3. Municipal building of cheap homes rentable to subnormal families at low rental rates.

4. Taxation system as expressed in the exemption from taxes of cheap wage earners' homes or in the reduction of such taxes.

c. *Legislation.*

1. Municipal regulation dealing with safety and health regulation.
2. State laws dealing with the fundamental law of building.
3. National, dealing with tariff on imported materials, transportation rates as regulated by Interstate Commerce Commission, affecting transportation of materials, etc.

d. *Neighborhoods and Community Changes.*

1. Zoning affecting the location of objectionable factories or other activities.
2. Industrial changes such as the shifting of industries from one section to another and interfering with the home life of the people.
3. Shifting of population due to changes in the racial, natural or social character of the people in relation to a given locality.

e. *Natural Difficulties.*

1. Drainage.
2. Building difficulties due to topography.
3. Grades.
4. Climatic conditions determining materials and durability.

f. *City planning.*

1. Street layout.
2. Transit.
3. Zoning and open spaces.

It is not necessary in this brief chapter to deal with every factor here outlined. The elements of population and industrial growth, however, are of such momentous importance that I must pause for a moment to deal with them.

Immigration and industrial growth so overload the housing capacity of many of our communities as to create congestion in existing buildings and stimulate the construction of dwellings which in sanitary standards and architectural construction violate every requirement of human comfort, health and good taste. "Spasmodic booms" and untruthful advertising of the advantages of certain communities are frequently responsible for such conditions.

A housing survey that analyzes the causes of these increases in population and the character and location of industrial plants will show that owing to lack of foresight on the part of manufacturers and the local governmental bodies, they are located at points where congestion is made necessary and adequate distribution of the population impossible.

An honest statement of the facts relating to the methods of distributing our industries and the difficulties of making them accessible to the workers will be of the utmost value to the community as it will show the failures of the local transit facilities as to time, cost of transportation, and convenience. Industrial growth implies growth of population which must meet the demand for labor. This demand for labor is generally responded to by the newly arrived foreign elements, which owing to their racial and economic standards, encouraged by the lack of adequate housing facilities, create housing problems of the most serious

Homes for Pensioned Workers at Essen, Germany.

kind where healthful and comfortable conditions existed before.

A very large share of our housing problems is due to a forced industrial and commercial progress wholly out of harmony with the social organization and equipment of our communities.

The most accurate conception of the governmental factors dealing with housing may be gained from an analysis of the functions which the Government does or may exercise in the control of housing conditions both in the form of legal provisions and in the form of administrative activities affecting the housing of the people.

I have, therefore, outlined the functions that the local, state and federal governments may exercise in the development of proper housing conditions and in the control of minimum standards. This outline is as follows:

I. Promotive Governmental Factors.

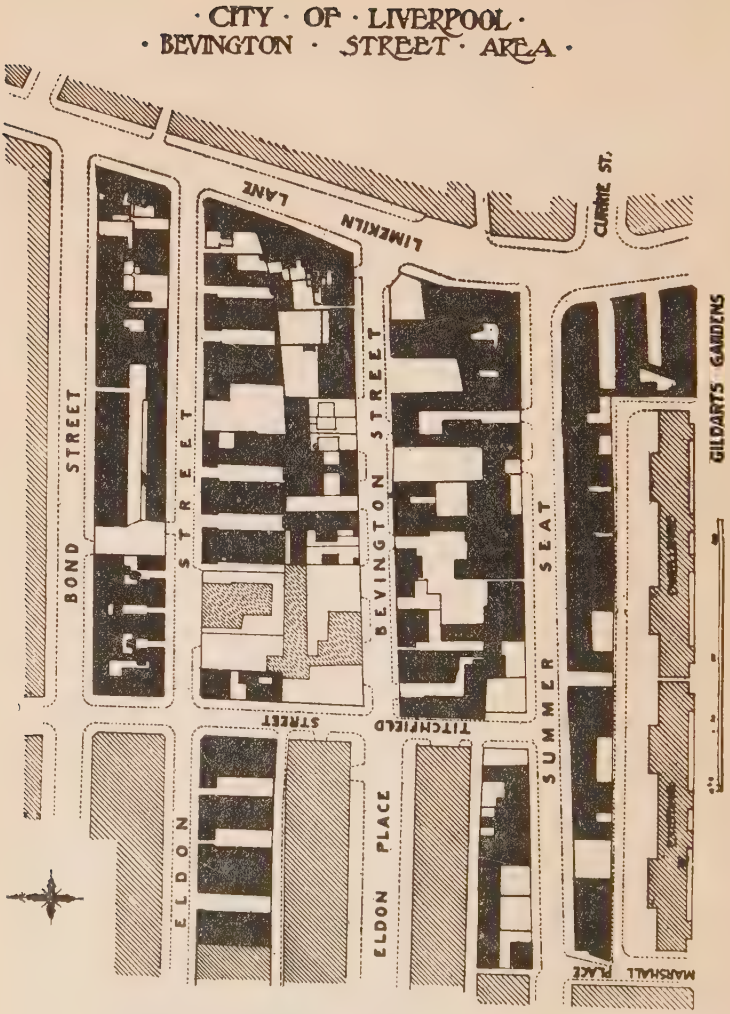
Banking laws such as Germany provides whereby workers can obtain loans at low rates of interest for use in building homes.

Municipal or state loans devoted to the use of home building through financial aid given either to individuals or to organizations.

Exemption from taxation of certain types of most needed homes.

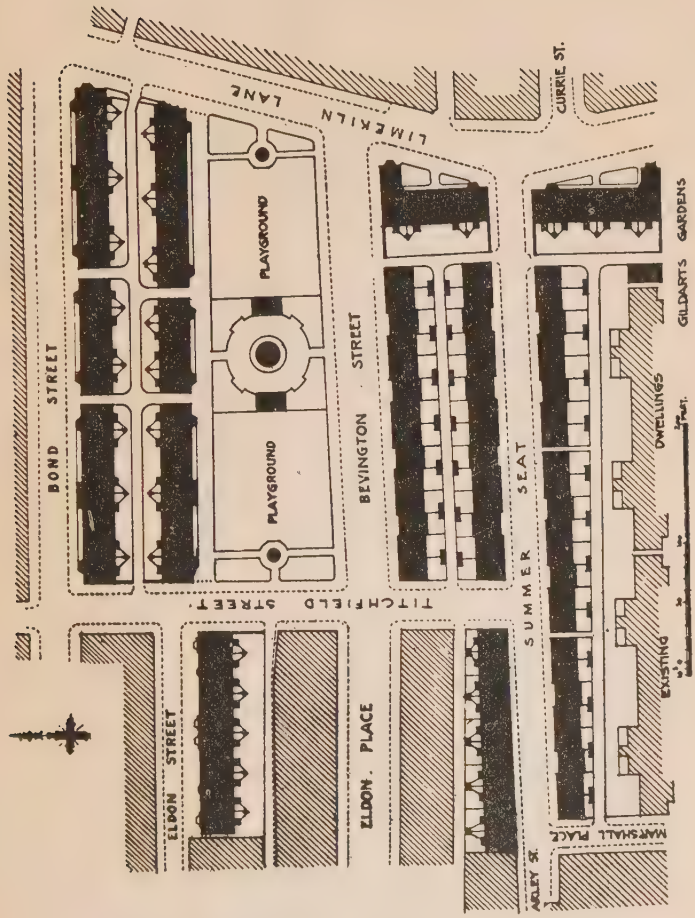
Free or cheap land made possible by purchases of large tracts of land controlled by the municipality and devoted to housing needs.

Free or cheap transit.




PLAN SHEWING AREA BEFORE DEMOLITION

Map Showing Block Congestion Prior to Block Reconstruction in Liverpool.




PLAN SHEWING AREA AS REBUILT, 1912.

MAP SHOWING BLOCK RECONSTRUCTION OF CONGESTED AREA IN LIVERPOOL.

Architectural engineering service to builders furnished by municipality free of charge.
Municipal building.
Tariff regulation affecting building materials.
Destruction of buildings unfit for habitation.

II. Restrictive Governmental Factors.

Buildings.

a. *Sanitation.*

Light.
Ventilation.
Cleanliness { Water supply, / Accumulation of waste,
Height, Width of streets.
Lot Areas.
Proximity of buildings.
Waste disposal { Toilets, / Sewage, / Other waste.

b. *Safety.*

Safety exits.
Fire { Fire proofing, / Combustible Materials.

c. *Moral.*

Privacy { lodgers, / overcrowding.
Business and family use.
Arrangement of rooms.
Character of occupancy { Prostitution, / Liquor, / Amusements, / Gambling.

Surroundings.

a. *Sanitation.*

Cleanliness of streets.
Shade.
Proximity to Parks.
Noxious gases from manufactures.
Sources of disease { Bad property, Open sewers, Stagnant water, Pumps, etc.
Unnecessary noises.

b. *Safety.*

Traffic.
Dangerous use of streets.
Sources of fire.
Lighting.

c. *Moral.*

Amusement centers.
Prostitution.
Gambling.
Liquor traffic, etc.

It will be noted that I have recognized two types of governmental factors: the promotive and restrictive. With the latter we need not deal as it represents the recognized and over emphasized type of governmental control which is wrongly considered the whole of legislative and governmental duty. I desire especially to direct the attention of the reader toward the constructive and promotive work that the Government can and should exercise.

Banking laws, taxation, cheap land, free or cheap transit, municipal building of homes, tariff on building

materials, etc., are economic factors and are fundamental in determining the supply, distribution, cost and character of homes.

When one analyzes the factors affecting the character and supply of homes the economic cost looms up as the all embracing force in housing reform. The availability of capital has for many years been the element which has stood in the way of the wage-earner in his effort to own a home. Banking institutions as well as the municipalities and the state have charged heavily for any financial assistance that the ordinary wage-earner has been able to obtain. In the transactions that have taken place large interests and disproportionate profits to the middleman have placed a heavy burden upon the home owning wage-earner.

An investigation into the financial methods that prevail in a community and the financial history of many of the individual small homes will reveal facts that should lead, as they have already done in Germany, to banking laws and municipal and state loan activities that will relieve the wage-earner of the usury and speculation that a poor man must face when he desires to acquire his own home.

The banks of Germany and the larger cities as well as the French Government place at the disposal of individuals and building societies from 50 to 80% of the money necessary for the construction of workingmen's homes. In contrast with this governmental service we should ascertain the problems and difficulties of the modest builder in our own communities.

Land values depend upon the intensity of their use or their potentialities for such use. The poor man must face the land speculator whose profits aggregate

Low Cost and Artistic Houses Provided by the Pennsylvania Railroad for its Employees at Enola, Pa., Repair Plant

during a short period of time from 100 to 5,000 per cent of the original investments.

Cases have come to my personal attention which yielded a profit of from 500 to 4,500 per cent during periods of holding ranging from two to twelve years. Similar conditions exist in all cities of the United States. Such profits are unnecessary and socially wasteful. A survey should reveal the facts and create public opinion against land speculation. The cities and towns should own land and offer it to the modest investor at a profit to the municipality but at a reasonable rate to the investor.

The community should have the right to control the use of the most valuable land in the community and not permit valuable waterfronts to be occupied by slums and dumps. The economic loss to the locality and to the people is too great to be tolerated without control. There are innumerable instances of waterfront conditions which should bring shame to any one with local civic pride and indignation to the hard-headed practical business man.

The keeping of land out of use is a common and paying practice. Our systems of taxation make this practice possible and a housing survey would be of momentous assistance in housing reform if a study of such land and its relation to present needs were made with a view to showing how the system of taxation in vogue renders the practice possible under social conditions which make the immediate use of such land imperative.

The cost of materials is frequently affected by local, state and federal legislation. The legislation which is imposed upon the builder is frequently inconsistent

with the needs of the structures and out of proportion with the available funds.

The statement has frequently been made that in the last two thousand years, except for the introduction of steel, there has been no progress in the invention and use of building materials. It would seem safe to assume that wood will always be the staple element of building, since it is the material that invariably becomes a part of the structure, and is accessory in the making of scaffolding, forms and other incidentals. The United States is becoming more and more deforested, and wood is yearly increasing in price. Lumber being in many sections of the country the most important building material, the cost of construction is being enhanced. The character and size of buildings is therefore being perceptibly affected, with the result that rents go up, and, as wages do not, as a rule, keep pace with rents, housing standards go down. Since this is the case, it is of extreme importance to ascertain in what way the price of lumber and other materials used in construction may be reduced.

The advocates of conservation of natural resources are clamoring for laws that will preserve and protect our forests. Builders are complaining against the high price of lumber due to what they claim to be a monopoly and a shortage of supply, while the tariff interferes with its free importation. The failure to heed the demands of the advocates of conservation, and the tariff imposed upon lumber, render impossible the cheap building of homes, and nullify all honest effort toward conservation. A removal of the tariff on lumber would, in a comparatively few years, allow the development of national resources of lumber, and

make the United States a strong competitor in the lumber market of the world. The downward revision of the tariff that went into effect lately contains rates on building materials which show a recognition of the need for cheapening such materials and the protection of the present undeveloped national resources in this country.

Transit is generally based upon the commercial needs of a community. This fundamental error in our systems of transportation and the "nickel" policy that so frequently prevails among our public service corporations are very largely responsible for congestion, high land cost and bad housing accommodations.

A housing survey that fails to recognize the problems that the wage-earner must face in reaching his place of employment, both in point of time and in relation to daily cost and convenience, is incomplete. A large share of our land problems may be solved by an adequate transit system. The congestion that often prevails in many of our cities is due to difficulties of access to places of employment and amusement centres. Transit facilities in harmony with local needs would be a remedy. Belgium is solving its problem of congestion by cheap and fast transit methods. We can apply the same methods in this country and make them pay both to the individual and to the operating agencies. The expansion of residence over a large territory would also benefit the city treasury by an increase in the amount of land use and the economy that would result from improved conditions in terms of better health necessitating fewer hospitals, better morals necessitating less policing and fewer judges,

greater industrial efficiency with increasing earning capacity and higher standards of living.

I have dealt with factors that generally do not enter into a housing survey. These factors, however, are fundamental to constructive housing reform.

Land, taxes, cost of materials, availability of capital, transit and a carefully developed policy of governmental agencies which would tend to give the wage-earners an opportunity to acquire and maintain their homes under economic conditions consistent with their wages, their physical needs and social standards are the only practical and far-reaching methods of solving the housing problem. A housing survey that neglects a consideration of these factors is therefore incomplete and cannot lead to constructive reform.

You may investigate your needs for docking facilities and mortgage your city to acquire them, but if in so doing you sacrifice the interest of the homes of the people who have first right on the city's investment you will soon have to invest your gains in jails and hospitals. If you acquire imposing parks and boulevards without due regard to the service that these improvements will render by their relationship to the homes, you will be indulging in public luxuries to serve private gain. A social survey that does not take as its foundation a thorough study of housing conditions and the possibilities for improving them is bound to be a failure and it is for this reason that I have taken the liberty of expanding this section beyond the normal limitation of any given section of this general outline of social survey.

There are cases, however, where the more intensive study of the housing problem is not possible. In such

cases the following problems may be studied on the lines of the questions outlined below:

### Ownership of Homes.

1. How many families own their own homes?
2. Is the tendency to own homes on the increase or on the decrease?
3. Are the individually owned homes on the average better than the homes owned by other persons or corporations?
4. What is the general character, size, building material, and architecture of individually owned homes?
5. What is the average assessed valuation of the individually owned workingmen's homes?
6. What is the per cent. of individually owned homes free from mortgages?
7. Are mortgages on homes taxed separately from the property itself?
8. What are the building associations that promote individual home building?
9. What are the practices of the local banks with regard to loaning money on mortgages or for building purposes?
10. To what extent do the mills provide houses for their employees?

### Legislation.

When facts concerning the housing conditions have been collected and so arranged as to give a clear conception of the problem, a thorough study of the laws relating to housing, sanitation and house building should be made. This can best be done by persons familiar with handling legislation and with the building trade. Whenever it seems apparent that the building laws are insufficient to meet the needs of the community, an examination of the aspects left without legal provision should be included in the survey. When the laws in existence do not seem to be enforced, much profit may be derived from an examination of the

aspects of housing legislation unenforced and a consideration of the machinery provided for its enforcement should be made from the following points of view:

1. Is the machinery and appropriation provided for the enforcement of the law sufficient to meet the local needs?
2. Is the law clear and definite enough to empower the officials to enforce it?
3. Are the officers efficient and honest in the performance of their duty?

These three questions should be applied as a test to all legislation dealing with social conditions and whenever possible the officials concerned should be consulted and their work examined with a view to securing necessary facts and obtaining their co-operation.

### Relation of Homes to the Community.

I have pointed out elsewhere the relation between the people and the city plan. The relation of the home to the community and incidentally to the distribution of employment, educational and recreational facilities may be ascertained in a general way by answers to the following questions:

1. What transportation facilities are the street car and railway systems providing to facilitate the transportation of employees?
2. Are reduced fares for working people provided?
3. Are the outlying districts provided with adequate transportation facilities so as to make access to amusement and cultural centres easy and cheap?
4. What are the differences in the average cost of staple foods between the congested sections and the outlying districts?
5. Is the city following a carefully worked out plan in its development of streets, parks, playgrounds, etc., or are the real estate interests the main factor in the development of the community?

6. Are large tracts of land being opened up for residential purposes and what steps are being taken by the community to insure symmetry, open spaces, etc.?

7. Can individual homes be built at a sufficiently low cost to make possible reasonable rents and a fair return upon the investment? If not, why?

## Industrial Sanitation.

In the earlier part of this bulletin the problems of protection against industrial accidents which result in injury and death were discussed. Industrial sanitation deals with the broader aspects of health as related to employment, namely, the physical injury that results from the conditions under which the work is being done.

The human waste which results from the lack of scientific methods in the protection of the health and life of American wage-earners has been variously estimated in dollars and cents. The mortality rate due to causes directly connected with employment, places the United States among the most careless nations of the civilized world. It is about time, therefore, that a far-reaching constructive policy be adopted by the individual states or the Federal Government whereby a higher value would be placed upon human life and the usefulness of the individual worker in the field of industry be prolonged in time and increased in efficiency. The lesson of Europe is before us and we have only to learn. Movements in this direction have been started already, but each community must contribute its share of interest and enthusiasm.

The larger share of the worker's time is spent in the home and in the factory, and it may safely be estimated that on the average as much time is spent in the place

of employment as is spent in the home. It is reasonable, therefore, to place the sanitary conditions of the industrial establishment as next in importance to housing sanitation.

The important aspects of the industrial establishments may be ascertained by investigations intended to answer the following questions:

1. What proportion of the workers in each of tke principal industries are employed in-doors and what proportion are employed out of doors?

2. What are the sanitary regulations provided by state laws affecting industrial establishments?

3. What local legislation regulates the sanitation in industrial establishments, and what are the legislative powers of the locality in matters of health?

4. What officers are charged with the enforcement of the law? (Give title and number of state and local officers, salaries, method and term of appointment, etc.)

5. Are the laws enforced and if not who is responsible for the failure to enforce them?

6. How do the industrial sanitary laws of your locality compare with similar laws of other communities of the same size but in different states, particularly in New York and Massachusetts?

7. What is the extent of manufacture carried on in tenement buildings or other structures not intended as industrial establishments?

8. What are the hours during which women and children are permitted to work in industrial establishments?

9. Are workers crowded in factory buildings?

10. At what age are children permitted to begin work?

11. Are sweatshops common and what are the products manufactured in them?

12. What is the death rate from industrial diseases?

13. Are especially dangerous trades prevalent in the community and what has been done to avoid the existing dangers?

14. Are special efforts being made to educate the workers in dangerous occupations as to the best methods of preventing the ill physical effects of the occupation?

15. Are recreational facilities provided within and outside industrial plants to counteract the bad effects of the particular trade processes due to posture, bad atmospheric conditions, eye strain, etc.?

A study of the laws relating to sanitary regulation in factories and shops will bring the various aspects of the subject to the attention of anyone making a survey. The enumeration of the questions involved in a study of this kind in full would render this section wholly out of proportion with the rest of this publication. The reader should be guided in the consideration of this subject by the laws of New York and Massachusetts, which, although not ideal, are among the best so far available in the United States.

## School Sanitation.

While the industrial workers are spending a large share of their time in shops, factories and mines, the children over a certain age, (generally seven years) are at school and although the school hours are not quite as long as the hours of labor, a considerable amount of time in the child's life is spent upon the seats of the class room, in contact with other children and subject to the influence of the sanitary conditions of the school building. That the public schools are not always provided with the best sanitary devices and are not beyond reproach in matters of possibility for contagion and physical injury to the child, is a fact so very generally accepted that even a superficial survey of community health is not complete without a consideration of the subject of school sanitation.

Some of the questions to be asked in connection with sanitary conditions of public schools are as follows:

1. Is medical inspection in schools provided by the local government?

2. Is the inspection done only for children that are pointed out by the teachers, or for every pupil in the schools?

3. What proportion of all the children in the schools were examined last year?

4. Do the school teachers see to it that the children receive the medical care prescribed by the medical examiner?

5. Are there school nurses or school visitors who look after the medical care of the children after medical examination?

6. Is there dental examination in schools and what is the method of examination pursued?

7. Are examinations for eye strain and other defects of the eyes made by the general medical examiner or an oculist?

8. Is the number of seats provided in the school rooms sufficient to accommodate all the children and what type of extra seats are used?

9. Are the seats adjustable in the school rooms and are they properly adjusted?

10. Are the systems of ventilation in use adequate and understood by the caretakers? (Consult medical inspectors, teachers, builders and janitors.)

11. What is the size of play space connected with each school?

12. Do the schools have baths?

13. Do the schools furnish free or cheap lunches?

14. Are open air schools for tuberculosis and physically subnormal children maintained, and if so what is the number of classes, the number of children and the location of these schools?

15. Are the open air schools sufficient to accommodate all the children in need of such treatment?

16. Are the toilets sewer-connected and properly ventilated?

17. Have the common drinking cup and towel been abolished?

18. Are mentally defective children placed in separate classes and given special medical care?

In formulating the above questions an attempt has been made to emphasize the conditions which are most obvious and which could be ascertained by any interested citizen. The newer movements in the direction

of school hygiene, such as the examination of the eyes and teeth, open air schools, etc., have been called to mind in order to indicate the work that is being done in some of the more progressive cities and towns of this country.

### Sanitary Control.

A survey of the general sanitary conditions of a locality as distinct from the facts relating to mortality and morbidity which were discussed in the section dealing with the general subject of community health, if exhaustive, should be undertaken by a sanitary engineer or someone acquainted with technical problems of health. It is possible, however, to suggest some of the important conditions of community health which may be studied by any member of a survey committee with satisfactory results. These problems are:

### General Questions.

1. Is the locality sewer connected throughout and, if not, which parts are not sewer connected?
2. Is the water supply of good quality, and are tests of the condition of the water made regularly by the local or state health authorities, and if so how often and what manner?
3. Is the house refuse removed by the local authorities, and if so, how often and in what manner?
4. Are the streets regularly cleaned, and what is the authority in charge of the work?
5. Are the smoke, dust and gases emanating from the manufacturing establishments controlled by legislation, and is the legislation enforced?

### Contagious Diseases.

1. Are cases of contagious diseases reported to the health authorities, and what agencies are engaged in following them up?
2. Are advanced cases of tuberculosis cared for in hospitals especially provided for that purpose or in wards set aside in gene-

ral hospitals, and are accommodations sufficient to meet the local needs?

3. Are sanitaria available for incipient tuberculosis patients and have they sufficient capacity to accommodate all those in need of such care?

4. Can the health authorities compel the removal of a tuberculous patient to a hospital when dangerous to the health of the members of the family?

5. What other contagious diseases besides tuberculosis are reported to the health authorities; how and where, in cases of isolation, are these cases cared for?

6. Is fumigation or other method of disinfection practiced after the removal, recovery or death of the patient in the home?

### The Food Supply.

1. Is there any inspection of milk in your community, what are the laws concerning milk, and under whose jurisdiction is the work done?

2. Is the inspection done without licensing the dealer, or by a system of license which is based upon inspection of the sources of milk?

3. Is there meat inspection in the State, and in what manner is the inspection done in your locality?

4. Are bread stuffs, candy, fruit, ice cream, etc., under inspection and what is the law concerning such inspection?

5. What other classes of food are inspected by local or State authorities?

6. Is there a pure food and drug law in your state and how is it enforced in your locality?

7. By whom and in what manner is the federal Pure Food Law enforced?

8. Are there public markets and under what authority is their sanitary condition controlled?

In dealing with health problems the simplest and most vital questions have been considered. The more technical problems, however, have been indirectly suggested with a view to enlarging the scope of the inquiry through the employment of experts when conditions warrant such action.

## LEISURE.

RECREATION is the safety valve of civilization. It is the nightmare and dream of modern society; it is the balancing medium between the strain of daily toil and the normal, physical, and mental functions; it is the protector of human society and the training ground for the criminal and degenerate. A community that tolerates prostitution without control, allows the saloon to take the place of the playground and the home, closes the doors of its schools for more than half the time, and compels the children to find their amusements upon the streets and back alleys is producing its own criminals, is destroying the integrity of the family and injuring the industrial efficiency of its workers. That recreation is needed is a truism that has become a gospel in modern social reform; the quality of the recreation must be determined by the community itself. Recreation is, however, only a limited aspect of the broader and increasingly more complex problem of leisure.

With advancing civilization has come a disentanglement and differentiation of industrial processes and a shrinking of work hours in favor of leisure time. This condition, so increasingly characteristic of highly developed peoples, has tended to deprive production of its inspirational and recreational elements and has reduced work, in the vast majority of cases, to physical functioning aided only by a limited number of brain centres.

It may be said, without fear of denial, that the

potentialities for progress in a given country can be measured by the leisure at the disposal of the people, while its value as a dynamic factor in the achievement of progress must be measured by the manner in which this leisure time is utilised. The utilisation of leisure depends, however, upon two fundamental factors: *education and facilities for self expression.* The social survey in dealing only with recreational facilities of the community is taking into account only the negative aspect of leisure time, namely, the facilities for recruiting energy and courage and nerve force necessary for the pursuit of the normal but static functions of social and industrial life. What needs to be dealt with is the positive, dynamic aspect of leisure, which represents the creative, as well as the recreative, aspects of leisure time use. In so doing the field of investigation extends beyond the bounds of playgrounds, parks, swimming pools and ball fields into the field of intellectual equipment and development, the relation of the people to the arts and crafts both as pastimes and creative forces and the reaction that this relationship of the people to their leisure produces in the life of the political and social institutions of the community.

Of the three essential elements of human life, *life, labor and leisure,* the last represents the most highly social, the most easily amenable to differentiation, the most fruitful field for the development of individual creative ability.

Granted the importance of leisure time, the community should assume the responsibility for its protection and conservation as a social force by making adequate provision, either directly maintained by the

community or stimulated and assisted through its efforts.

Although broad classification of the facilities for adequate use of leisure time, based upon a clearly defined line of cleavage is impossible, I venture upon the following division:

1. Recreational.
2. Educational and Cultural.
3. Esthetic and Emotional.

I have stated that recreation is to be understood as meaning the utilisation of leisure time for recuperation of energy and the employment of mental and physical faculties with a view to maintaining or increasing the productive efficiency.

Educational and cultural occupations as a leisure time element go beyond the recreational and tend to improve and create new forces and abilities which can be used later as a means of recreative activity, but whose main function is the constant adjustment of the individual to the social achievement of his fellowmen and of his age and a utilisation of this achievement for both personal and social ends.

The esthetic and emotional aspects of leisure time, such as are expressed in the drama, the folk song, the folk dance, the pageant, etc., have a high and distinct recreative value, and also serve to develop a higher emotional life and promote facilities for the social showing of such emotional life through the creation and development of Art.

As we study the history of the use of leisure time, we find that it has passed from self expression to self indulgence. The pressure placed upon the workers

in the exercise of their industrial activities, as developed in the earlier periods of this industrial era, hampered the possibilities for self expression, such as were developed during the earlier periods of civilised life, so that the only interpretation that the workers could give to leisure was a passive enjoyment rather than an active self expression.

In this country we are only beginning to see the light of a new era of leisure time use which will give the people a true conception of the points where their function as promoters of the highly skilled, carefully organized and commercialised facilities for the use of leisure time will become only one of the humble manifestations of leisure time needs and use, while individual participation and self expression on the part of all will take their place as the highest achievements of civilization and as creative forces in the progress of society.

I have ventured into the discussion of leisure far beyond the statement of facts to be ascertained, not because what I have stated is not already clear to many writers in the field of recreation and leisure, but because the scope of the inquiry depends upon the character of the investigation to be pursued.

## Recreation.

With commercialised recreational facilities, certain factors have come into being which, by their dangerous character, have made necessary public control as a means of protecting the community against their evil effects. In order to ascertain the conditions which have developed in the past so that the government is obliged to take part in the control of the commercialised

Apartment Houses in San Francisco, California, Utilising the Contour of the Land in the Development of Architectural Character.

facilities which are intended as a means of recreation, the following questions should be asked:

1. Is the locality license or no license?
2. If license, what are the conditions for obtaining a license? What is the number of saloons, and are they located in the residential, tenement or factory districts?
3. How common is the practice of renting rooms in connection with the saloons?
4. Are women and children allowed to go into the saloons and under what restrictions?
5. If the locality is no license, is liquor sold in any particular establishments and in what manner?
6. Are houses of prostitution or assignation permitted or tolerated?
7. Is street soliciting by prostitutes tolerated by the police?
8. Are rooming houses under police supervision, and if not what is the consensus of opinion concerning the moral condition of rooming houses?
9. Are the dance halls under police supervision, and what is the moral condition that prevails in such dance halls?
10. Are dance halls connected with saloons or rooming facilities or both and what is the condition of these saloons and rooming facilities?
11. What is the age limit for men and women permitted to use the dance halls?
12. By whom and how are the regulations concerning the saloons, rooming houses and dance halls enforced?
13. What legal restrictions are placed upon theaters and moving picture shows and what department enforces those legal restrictions?

The saloon, the dance hall and the rooming house, combined with dangers of prostitution, present the most important problems of recreation and amusement that exist in a community. In conjunction with these problems the cheap theater, the summer amusement resort, and the opportunities afforded by the indiscriminate running of steamer excursions upon which

the liquor traffic is not controlled, the careless renting of state rooms, and lack of supervision in the conduct of excursionists, may also form part of the survey of the amusement and recreation facilities. The objectionable conditions in the latter types of amusement are so obvious as to require no outline of investigation.

With the most important amusement facilities of a public nature considered, we may proceed to the consideration of another class of amusement which is generally provided by the community or some private agency for the purpose of counteracting the evil effects of the saloon, the dance hall and the cheap theater. The public assets and liabilities in providing recreation and amusements may be ascertained by a study of the following:

1. What park facilities are provided by the community? What are the distances from the residence and tenement districts and what is the fare to these parks?

2. Are grounds for ball and other games for adults furnished by the community?

3. Are playgrounds for children and adults provided by the community or by private agencies or both; how are they supervised, what is the cost of their maintenance per year, what is the attendance during various seasons of the year, what is the equipment and are they located where they are most needed?

4. Are the school buildings provided with playgrounds; if so are the children permitted to use them in the summer and are they supervised?

5. Are free concerts in parks, playgrounds and schools provided by the community?

6. Have moving picture shows, theatrical performances and other amusements been introduced into the public schools?

7. Have games been introduced into the work of the public schools?

8. What is the total amount of money spent by the city or

town for public recreation as compared with expenditures for fire protection, courts, jails, etc.?

9. Are the public recreation facilities available to the public on Sunday and if not, what is the main reason for the closing on Sunday?

The study of public recreation and amusements should lead the survey committee not only to ascertain the existing facilities, but also to inquire into the possibilities and resources available which could be used in extending the service of the local government and of such volunteer agencies as may be available. The finding of such possibilities and resources must, however, be left entirely to the discretion and intelligence of the committee and its workers.

### Commercial Recreational Facilities.

So far we have dealt with facilities provided by the public authorities. There are, however, in each community provisions for recreation that are either highly commercialised, such as the theater and the moving picture "show," the athletic field for professional players, the back garden and other similar facilities. These have grown out of local demands and need special consideration in survey work, as they are an accurate index of the relation between public recreational facilities and local needs and, by careful analysis, may serve as indices for the lines of enterprise that public recreational facilities should follow.

These private facilities should be studied from the following points of view:

1. What are the various types of recreational facilities provided by commercial enterprise and what is the legal and administrative machinery provided for their control?

2. What is the cost per person expended by the people of the

community in the maintenance of the commercialised amusements according to each type of such amusement and what is the per capita cost of recreational facilities provided by the community?

3. To what extent do the commercialised amusements duplicate public recreational facilities?

4. What is the basis of competition between the public and commercialised recreational facilities of the same type and how could this competition be turned in favor of the public facilities?

5. What has been the history of the various commercialised amusements as compared with the facilities supported by the public?

6. What type of amusements would seem to present a menace either to health or morals of their patrons and what proportion of the total amusement facilities do they represent?

7. Are these dangerous amusements inherently bad or would improvement through control do away with their objectionable features?

The commercialised amusement is undoubtedly the most difficult to study because of its great range of variety and because no records available for public use are kept. Through local ordinances or state laws some records might be obtainable, but in most instances attendance, character of amusement, sanitary condition, exposure to danger from bad companions or the professional white slaver, etc., will have to be ascertained by personal investigation.

### Private non-Commercial Recreational Facilities.

In most large communities with over 20,000 population there are many privately maintained recreational facilities that meet definite needs and are quite distinct from the commercialised or the public recreational facilities. Among the agencies providing such facilities are the churches, settlements, Young Men's Christian Associations, Young Women's Christian Associations,

boys' or girls' clubs, playgrounds and other similar philanthropic or semi-philanthropic institutions.

The moral and physical conditions under which these recreational facilities are conducted may, in most instances, be depended upon to be subject to reasonable supervision. The important problems to be considered, however, in connection with these facilities are as follows:

1. To what extent do the private recreational facilities meet the needs of the neighborhood in which they are located?
2. Is the cost of maintaining these facilities justifiable when compared with the numbers attending the public or the commercialised agencies at the same costs?
3. Are the recreational facilities suitable for the types of people they are intended for and if not, how could they be rendered suitable?
4. Is the inside management sufficiently well adapted to the type of people who are expected to use the facilities and is it sufficiently flexible to meet special needs?
5. Are the private agencies conducting experimental work in the recreational field which might serve as a guide in the organization and management of the public agencies?
6. To what extent are these philanthropic or semi-philanthropic agencies self supporting?

Passing from the private agencies which are supported from philanthropic resources, we find in many communities a variety of co-operative organizations representing many recreational facilities which need study. Some of these represent a dangerous element in the community, while others are the result of legitimate needs and are the expression of the highest type of co-operative and recreational organization. Among the former may be mentioned the drinking and gambling clubs, while among the latter are the athletic societies, such as the German "Turnverein," singing

societies and other similar organizations. A careful examination of the membership, management, purposes and results accomplished by these private recreational societies may be useful both in establishing adequate control of the dangerous elements and in adapting the methods of legitimate organizations to both public and philanthropic recreational facilities.

### Cultural and Educational Facilities.

Once an immigrant from eastern Europe who had recently acquired the English language and was wallowing in the luxury of access to an unlimited and uncensored supply of books found after many weeks of reading and study that his newly acquired knowledge was evaporating almost as fast as he acquired it. Disturbed by this experience, he presented himself one day before the chief librarian and asked for advice in the selection of books that would educate him and make him stay so.

Our public schools do or pretend to educate us, but they do not make us stay so. The function of making us stay educated after our training in the recognised institutions is completed is one dependent upon leisure time and the facilities the community affords for the maintenance and continuance of public education beyond the public schools.

Local institutions and political organizations are constantly changing. The inventions in industry, the discoveries of science, the development of new philosophies that underlie the cosmic forces of the universe, the growth of new standards of ethics and of new religious beliefs affect our daily life more intimately than we are able to realise. There is a constant flow

of ideas and ideals which affect our whole social system as we understand or fail to understand them. It is this flow of ideas and ideals that demands the analytical thought of the people which can be secured only through the most extensive and intelligent use of leisure time as an educational factor.

The press, the public lecture and forum, the library, the extension departments of our universities and museums are among the most important forces upon which the educational and cultural life of a community logically depends.

### *The Press.*

In this country we have come to recognise the press as a powerful factor in the life of a community. The influence of the press as an educational factor can be measured only by a careful study of the local daily and periodical publications. While no set rules regarding the method of study that should be applied in the analysis of the local press can be laid out with any degree of definiteness and of general application, such questions as the following may throw some light upon the situation:

1. How many dailies and periodicals are published in the community mainly for local consumption and what is their respective circulation?
2. What partisan groups, political, social, industrial or religious are represented by the local press?
3. What is the attitude of the press toward local social and economic problems?
4. What type of educational material do the local papers contain aside from news items and partisan discussions?
5. What changes have taken place within the last ten years in the most important local publications in relation to factional divisions and educational material?

6. Is the press ready to follow certain lines of educational leadership that can be separated from partisan discussions?

7. Are articles and letters relating to local problems and other educational material published by the press without discrimination or censorship?

It is on the basis of this knowledge only that we can form an estimate of the value of the local press both as an educational force and as an ally of a social survey, the most important function of which is the publication of facts relating to local conditions with a view to educating public opinion and securing permanent improvements.

*The Public Lecture and the Forum.*

Professor Corson of Cornell University once said: "We define education as a means of drawing out and then we do our utmost to find ways of ramming it in." In discussing the relation of the public lecture to the forum one is tempted to define the former as a means of ramming education into the public and the latter as a means of drawing the thought out of the public.

Some of the lecture and forum facilities are offered by governmental bodies, such as the public schools, while others are maintained by churches, settlements, colleges, private scientific societies, co-operative political and social organizations, etc. The subjects discussed either in lectures or debates with the names of the organizations offering the opportunities to the public or selected groups, the attendance, and a general estimate of the lectures given and debates held during one winter month will give a sufficiently clear idea of the range of thought that is permitted to flow through the community. I use the word flow deliberately because in recent years public schools and colleges,

"A Game, a Drama, a Ritual, a Social Occasion: a Group of Children Passionately Revealing Out of the Twilight of Consciousness a Communal Dream, Testing and Transmitting the Only Immortal Life of which We Clearly Know."—*From The Survey, June 1, 1916.*

as well as many private organizations not excluding churches, have been tempted to place a certain censorship upon the lines of discussion and debate that should be permitted in the relation of the subjects for discussion that is carried on in private halls to the discussion that is permitted in public buildings. Public assistance will determine the extent of thought and expression that the community affords.

*The Library.*

An agency for public education which is coming more and more to be a guiding force in the life of a community is the public library and within recent years it has fully justified its prominence as a social factor. A few questions relating to libraries may be asked with profit:

1. What is the number of libraries in the community, what is the size of their book collections, what is the number of readers, hours of service, etc.?
2. Are the congested sections provided with proper library facilities and what are the most distant points in the community from any library?
3. Under what conditions are books loaned to readers and do readers have free access to shelves?
4. Are home libraries or some other methods of depositing small collections of books in private homes, settlements, etc., provided?
5. What is the number of private book collections at the disposal of the public?
6. Are the schools provided with small deposits of books for the use of teachers and pupils, and are similar deposits available in factories and stores?
7. Are books on subjects related to special industries carried on in the locality reserved in the libraries for the special use of workers and students?
8. Are notices of new books and other library facilities published often in the press for the purpose of attracting readers?

9. Are exhibits held and public lectures given in the libraries?

10. Do any of the local libraries provide facilities for securing information for readers not expert in the use of books and libraries and what is the nature of these facilities?

11. Are small collections of books relating to current topics of special interest placed at the disposal of the public?

12. Are the book buying committees of sufficiently broad caliber to give the library a collection of books of broad and diversified scope?

*Extension Departments of Universities.*

The extension departments of the universities, while in many instances adequately developed as continuation schools for adults, frequently fail to be more than adjuncts of the general flood of so-called educational lecturing which has no special message and does not meet any particular need. An analysis of the subject matter of such lectures will soon reveal their value as a means of extending educational influences of an academic character beyond the confines of the university campus.

*The Museum and Art Gallery.*

While the museum and the art gallery represent frequently a vast investment and priceless treasures, the use of these educational factors in the community is frequently limited to the few select people who have a knowledge and an appreciation of museum and art gallery objects. The actual measure of the value of such facilities to the community would be found in a careful census of the attendance during a period of say, six months, gathered not only at the gate, but from questions asked in schools, factories, stores, settlements, clubs, etc.

The means of attracting the public to the museum

and art gallery through publicity of various kinds, co-operation with educational institutions, and other organizations should be considered with a view to ascertaining whether with a small additional investment for publicity a greater usefulness could not be given to the objects gathered, for the use and enjoyment of the people.

## The Emotional Aspects of Leisure.

Among the emotional aspects of leisure we have as the most important religion and art.

The religious spirit has become crystallised in the churches of various denominations and creeds and their relation to the people and the community is of paramount importance. We cannot in this work undertake a discussion of the relation that the church has to the religious needs of the people. It would seem that a sufficiently diversified grouping of religious beliefs has come into being in this country and elsewhere to satisfy any of the temperamental, philosophic and racial differences that exist among the people and if one fails to find the particular religion or creed best suited to one's needs, the solution is to be found in a further search for new sects rather than in the creation of a new religious creed.

The problem, however, that the social surveyor has to face is not the adjustment of the individual to a particular creed, but the adjustment of the church to a changing social order and the application of ethical standards, more or less common to all religions, to practical social problems. It is, therefore, the socialising influence of the church on the basis of its own

ethical code that should be taken as a standard in measuring church efficiency.

Some of the questions to be asked in connection with an inquiry into this aspect of the life, work and influence of the church are as follows:

1. What is the denominational distribution of the population of the city? (Take a church census of the whole community or of one or more neighborhoods.)

2. How does the denominational census correspond to the church membership in the community?

3. Are the churches located at strategic points in relation to their membership or potential membership?

4. Are church activities sufficiently diversified and attractive to hold the interest of the average mind?

5. Are religious discussions encouraged among laymen, or are the ministers the only and supreme authority in matters of religious belief and learning?

6. Do the ministers stand out as a force in the community in matters, which seem to be the least controversial of subjects of agitation, and are they considered fearless, intelligent, progressive leaders?

7. Is the church management a democratic institution or is it in the hands of a group of powerful individuals who control the policy of the church in accordance with an established order which cannot be deviated from without precedent?

8. Are the churches used as forums for the discussion of specific public questions?

9. What churches carry on institutional work and what are their activities?

The questions I raise may involve exhaustive study of the most skilful kind. It would be well to place before the clergy the above questions and allow them to apply the test of self analysis which, if done conscientiously and fearlessly, will reveal many problems of the church far beyond those I have ventured to

suggest, with the result that a more highly socialised church would come into being.

## Art.

Art is the highest expression of creative socialised leisure. Its character and development depend not alone upon the innate genius and achievement of the individual but upon the concept and appreciation of art forms among the people themselves. In other words art in all its manifestations is the result of creative genius in its relation to social achievement in education, production, leisure and social institutions.

As in the case of the forms of physical recreation, such as football, baseball, etc., so in the fields of art we have compressed the utilisation of leisure in relation to it with objective, contemplative, almost passive, enjoyment of art forms and have completely neglected to recognise the fact that art can be made a synthetic product of the emotional life of the people, expressed *en masse*, enjoyed and understood *en masse*.

It is true that the theatre, the symphony orchestra, the art galleries, the esthetic dancer, and other art forms are necessary manifestations of the emotional life of the people which to a considerable extent interpret their emotions, aspirations and ideals. A survey of these manifestations and art forms in the community is necessary not only from the point of view of the measure of the use of leisure time along these lines that prevails, but from the point of view of the community plan for a well co-ordinated plan of the development and promotion of the use of leisure time in art forms. The national theatres of Europe, the orchestral organizations maintained and supervised by munici-

palities, the costly collections of art treasures that have found their way into our art galleries are all manifestations of a great need for the placing at the disposal of the people of high types of art forms as a means of stimulating the appreciation and understanding of the emotional and cultural value of art. The survey should ascertain to what extent the facilities for the enjoyment of art are related to their actual use by the public.

In order to do this the following few questions may be asked:

1. What are the art forms encouraged, maintained and controlled by the state, municipal or private agencies?
2. What are their true values and in what way is their selection determined?
3. In what ways are the people in the community brought in touch with the facilities for enjoying the recognised art forms in the community?
4. Are the schools, public lecture system, recreational agencies, etc. promoting through educational and publicity means an intelligent appreciation and understanding of the art forms at the disposal of the people?
5. Are the public buildings and monuments in the community built in a manner that would tend to harmonize with best art standards of modern civilization?
6. Do the schools and the institutions purporting to give training in home making endeavor to instill in the pupils an appreciation of the differences between the artistic and the ugly?
7. Does the city have an artistic ideal in its general development and plan?

These questions are more or less abstract but they relate to one of the most pressing needs in American civilization. Children and adults alike must be taught the difference between the esthetic and the ugly and must be stimulated in their choice of their art enjoyment along the lines represented by the highest forms

Remarkable Setting for Interior, by Maeterlinck, Produced by the Washington Square Players, a Group of Amateurs.—*From The Survey, June 3, 1916.*

of art. This should apply to the selection of furniture for the home in the same way that it applies to the selection of poetry, novels, the drama, the symphony, or the esthetic dance. Commercialised art needs the stimulus of a higher but popular education in art, if we are not to degenerate to the low levels of the lewd cabaret and the skilful but clumsy clog dance as the symbols of the emotional expressions of the common people of America.

Passing from the art forms which find their expression through the highly skilled and personally emotional producer of art forms as we find them in the writer of the novel, the poet, the dramatist, the painter, the actor and the singer to the production of art forms that find their creation and expression in the people themselves, we find a wholly virgin field and one that affords the greatest opportunities for popular self expression and self interpretation, one that is pregnant with the great truths of individual values and collective powers in the creation of art.

The pageant, the folk dance, the folk song, the fairy tale are all manifestations of the common imagination of the people purified and crystallised into forms of great simplicity and beauty and capable of reproduction with professional preparation or commercial organisation. It is these forms of art that the city of the future will soon find its greatest civic and creative assets. At the present time the American as recognized by law and tradition has no forms of art that have been preserved through the generations that have passed. The intensely individualistic life of pioneer days made the preservation of the traditional folk arts impossible and the present day finds the truly

American people in ecstasy over the folk creations of Russia, Poland, Italy, Norway, but lacking a contribution of its own. Slowly American society is becoming more intensely coherent and expressive of definite ideas and ideals. This is bound to result in a new and great folk art, but its basis must be found in the folk art forms of the people who have come more recently from foreign lands and whose folk art has reached a state of development that is intensely social and highly artistic.

The festival of the Italian, the dance of the Pole, the folk song of the Russian, the folk art of the Bulgarian are all assets in an American community that should be studied and utilised. It is only through the knowledge and understanding of these folk arts of the great conglomerate mass of national and racial factors that make up this country that a true folk art can be produced and no great nation has ever lived without a great art. Let the social surveyor recognise this aspect of the social life of the people with as much concern at least as he regards the accounting of the minute expenditures of the city's finances and the humble products of the public institution for the deaf, the blind or the insane.

### Relation of Government to Leisure.

Recent years have witnessed an unprecedented development of recreational facilities provided and maintained by local governments. The playground, the wider use of the school plant, the recreation centre, the swimming pool, the bathing beach, are all creations of a growing need for better and more diversified recreational facilities. The public lecture and the

If Tenements Cannot be Avoided Their Surroundings Should be Carefully Protected.—Berlin, Germany.

public band concert mark the recognition of the cultural elements in the use of leisure time. These facilities for recreation and leisure time use, however, are neither experimental nor expressive of local neighborhood needs. They afford little opportunity for independent thinking or independent action. They supply the staples of leisure time which are essential to normal physical and mental development, but hardly keep pace with the times and seldom, if ever, give vent to the more sporadic intellectual and emotional needs of the people which manifest themselves in independent and progressive thinking and deep emotional expression.

The local government in all its work must comply with a recognised, established and well crystallised standard of recreational needs. At this point government must stop and individual initiative begin. The leadership, whether that be along the line of art, science, literature, or politics must at this point be given the opportunity for self expression. The government can furnish the physical facilities for the expression of this leadership, but at this point it must stop. The schools, halls, public open spaces, etc., should under simple and democratic regulation be placed at the disposal of the people of the community and the neighborhood be permitted to work out for itself the requirements for self expression. In others, the Community Centre must be the free avenue for the use of leisure time, physically maintained by local government but free to utilise, express and exchange ideas representing the growing intellectual and emotional trend of the locality or its component factors, whether they be large groups or limited factions representative of specific types of ability, thought or belief.

A careful census of what the people do with their leisure when made by individual accounting and relating to a large number of individuals will soon show that the leakage in the leisure time of our people is socially and politically just as wasteful to this democracy as the cruel leakage in human life due to anti-social industrial conditions which still linger in our midst. The suggestions for the utilisation of the facilities for leisure time use afforded by the community resulting from such an inquiry can hardly be fore-shadowed here. Such studies have been made by the People's Institute of New York with the result that a very momentous movement for the re-organisation of leisure time use has been made in that great metropolis.

## EDUCATION.

THE subject of education in a community is one so generally of common concern and touches so many aspects of community life that little need be said in favor of including a study of the educational facilities in the body of a social survey.

Education is the most powerful agency in modern democracy. It is the only means of social progress that has remained unquestioned and the public school still stands as the purest example of a democratic institution which is ready to rise to heights that so far have not been fully appreciated. It is upon the school that organisation and efficiency, "the harmonising of individual effort with the effort of all," depend.

A study of the educational facilities of a community, to be exhaustive, would necessitate the advice of an educator and the experience of a person familiar with the details of modern school administration. Such aid, however, is beyond the reach of most communities and the work is left in the hands of laymen whose opinion concerning the fitness and efficiency of educational work must be based upon concrete simple facts, clearly and closely related to the problems of education.

I have dealt with the education of the adult in the chapter on Leisure and shall, therefore, confine the discussion in this chapter to the school system as found in our various communities and their gradation from the lowest to the most advanced institutions.

That there is honest dissatisfaction with the present

# School Administration

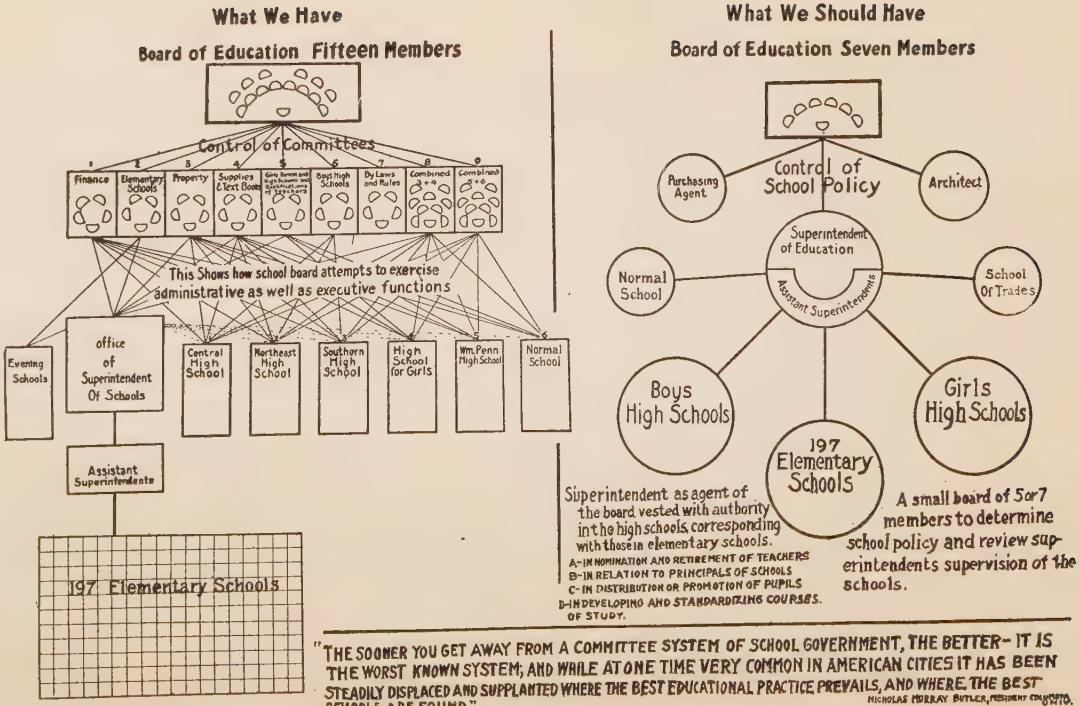

What We Have
Board of Education Fifteen Members
Control of Committees
1 Finance
2 Elementary Schools
3 Property
4 Supplies & Text Books
5
6 Boys' High Schools
7 By Laws and Rules
8 Combined 3 + 6
9 Combined 5 + 6
This Shows how school board attempts to exercise administrative as well as executive functions
Evening Schools
office of Superintendent Of Schools
Central High School
12 Northeast High School
3 Southern High School
4 High School for Girls
5 Wm. Penn High School
6 Normal School
Assistant Superintendents
197 Elementary Schools
What We Should Have
Board of Education Seven Members
Purchasing Agent
Control of School Policy
Architect
Superintendent of Education
Assistant Superintendents
Normal School
School Of Trades
Boys High Schools
197 Elementary Schools
Girls High Schools
Superintendent as agent of the board vested with authority in the high schools corresponding with those in elementary schools.
A-IN NOMINATION AND RETIREMENT OF TEACHERS
B-IN RELATION TO PRINCIPALS OF SCHOOLS
C-IN DISTRIBUTION OR PROMOTION OF PUPILS
D-IN DEVELOPING AND STANDARDIZING COURSES OF STUDY.
A small board of 5 or 7 members to determine school policy and review superintendents supervision of the schools.
"THE SOONER YOU GET AWAY FROM A COMMITTEE SYSTEM OF SCHOOL GOVERNMENT, THE BETTER- IT IS THE WORST KNOWN SYSTEM; AND WHILE AT ONE TIME VERY COMMON IN AMERICAN CITIES IT HAS BEEN STEADILY DISPLACED AND SUPPLANTED WHERE THE BEST EDUCATIONAL PRACTICE PREVAILS, AND WHERE THE BEST SCHOOLS ARE FOUND."
NICHOLAS MURRAY BUTLER, PRESIDENT COLUMBIA U.

CHART SHOWING ACTUAL AND DESIRABLE ORGANISATION OF THE ADMINISTRATION OF THE SCHOOLS IN THE CITY OF PHILADELPHIA.

Prepared by The Public Education Association of that city.

methods and achievements of the public school system is clearly evident from the fact that scores of intensive surveys have been completed recently in some of the largest cities of the country and that new experiments are constantly being tried in both public and private institutions. These manifestations of dissatisfaction with what has so far been accomplished are full of promise for a new era in American education that will harmonise social needs with individual potentialities and co-ordinate the national and racial elements of the people by conserving and utilising native abilities as an asset to industrial efficiency and American democracy.

With this task, American education, as the goal, the social survey must begin with an accounting of the child elements in the community, the school facilities, the school methods and the school results in the light of the actual needs of those to be educated both in terms of industrial and social efficiency.

The accounting of the child element may be carried out by the regular school census if done with care, intelligence and due regard to its use as a basis for measuring the efficiency of the school system in making education universal and checking up the enforcement of the compulsory education laws.

The school census which is taken independently by each community while checking up the work of the school and the enforcement of the law has a much greater significance than has so far been given to it, if its full value could be realised and utilised by the school authorities and the surveying forces.[1]

[1]The school census generally covers all persons between five or six years and twenty years of age.

Some of the questions that could be answered by the school census are as follows:

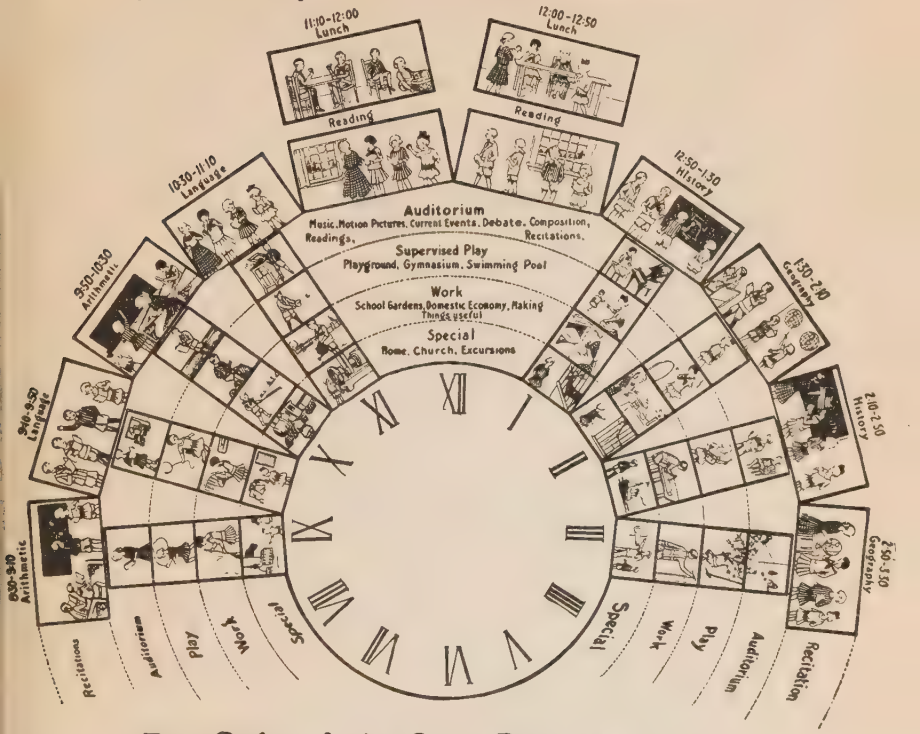
1. What is the actual school population of the community and what is its potential school population?
2. What is the average age of children on entering school and what is the average age on leaving?
3. What is the rate of progress of children by age according to grades?
4. In what ways do the foreign children, according to nationality, differ from the native children in age and grade distribution?
5. What proportion of the children are ignorant of the English language according to age, sex and nationality and what is their distribution throughout the school grades of the school system?
6. What proportion of the children according to sex, nationality and age are above or below their normal grades?
7. What is the distribution of children leaving school according to age, sex and nationality of parent?
8. What are the fields of endeavor into which children go after leaving school and what is the relation of their school preparation to this endeavor?
9. How does the distribution of the children according to age, sex, nationality, grade, compare with similar distribution in the school system of other cities?
10. What is the distribution of the sizes of families, occupation of parents, and age distribution of children as related to the age at which school children go to work?

Where private or parochial schools exist, the census should cover these schools separately with a view to establishing bases of comparison for standards of efficiency. This may place before the respective authorities of the different types of schools a strong stimulus for the improvement of methods of organisation and teaching.

During recent years considerable attention has been directed toward the child of subnormal or abnormal mentality and the physically disabled. A census of

# The Public School of Tomorrow

## A natural way for our children to live and learn




## Two Schools in One Building

One school is represented on chart by boys, and the other by girls
This chart represents a study, work and play school day
All pupils are instructed in Arithmetic, Language, Reading, History and Geography; also trained in workshops, auditorium, gymnasium and playgrounds.

**25,000 Children were on part time in Philadelphia schools this year.**
Such schools would give these children that which the city owes them
proper opportunity for growth and development.

Chart prepared by the Philadelphia Public Education Association.

such children is an indispensable asset to proper school organisation. It is due to the exceptional child that the school system place at its disposal the facilities for utilising its full intellectual powers while on the other hand it is due to the average normal child that we place nothing in its way towards utilising the teaching facilities of the school system without being held back by the mentally subnormal.

A careful examination of the results of the school census will reveal the need for the following special provisions within the school system, if the requirements of all classes of children are to be met:

1. Schools for truants and incorrigibles. (Parental school.)
2. Schools or classes for backward children.
3. Classes for recently arrived immigrant children.
4. Elementary industrial schools for retarded children.
5. Classes for the mentally defective. (Feeble-minded.)
6. Classes for epileptics.
7. Schools for crippled children.
8. Industrial schools for part time training in co-operation with local industrial plants.
9. Schools or classes for the blind.
10. " " " " " deaf.
11. " " " " " children of exceptional mentality.
12. Open air schools.

The examination of the school facilities and their adequacy in meeting the local needs as discovered by the school census can easily be counted out by any

group of intelligent citizens familiar with educational methods and able to interpret the simple statistical data that an ordinary school census contains.

### The School and the Child.

The universal relationship between the potential school population and the actual school population has been discussed above. There are, however, definite tests of school efficiency that are not necessarily subject to universal interpretation, but depend rather upon the test which can be applied to the school work through the relation of its products to the community. Reading, writing and arithmetic are the three essentials of public school education. They form what might be called the common denominator of public school work. The complex community and industrial life under which the children leaving school must live, however, places the test of school efficiency far beyond the common means of expression which the three "R's" represent.

A study of the placement of all or a good share of the school children leaving school during one year and the failures as well as the achievements of the children placed in wage earning occupations will do more towards clearing up the perplexing problems of the educational system than any of the pedagogical discussions that might be carried on by pedagogs and tax payers. This study of the placement of children and their successes and failures may determine both the possible, although only immediate, distribution of the children according to their probable occupational distribution, which should be used as a basis for the preparation of the school curriculum, as well as an index of the failure of the schools to train the future

workers in the essentials required by the every day tasks of American industrial and business life.

Should such a survey extend over a period of five years the results might be used as a basis for a complete recasting of the educational system of the community, so as to make it fit into the economic and social requirements that the young worker must face on entering upon the task of earning a living.

Consultations with employers of young workers as to the requirements of their industry and the problems of meeting those requirements with young workers leaving the schools should constitute the main basis of such a study. Beyond this point much information might be gained from the study of the problems and conditions met by the young workers as they conceive these problems and as they endeavor to meet them.

The shifting in the occupations of the young workers and the final successful placements might assist in the development of a technique for local vocational training and guidance, the former being quite as important as the latter.

### Basic Educational Questions.

Aside from the broader survey work special questions relating to the administration, service and efficiency of the schools must be answered through the survey. These questions should relate to the following phases:

1. *Administration*, dealing with methods of handling the affairs of the schools.

2. *School Service and Community Needs*, dealing with the educational needs of the community from the point of view of the number and character of the people to be trained, and the relations between the existing

educational facilities and the training needed to meet the social and industrial demands.

3. *Efficiency*, dealing with the type of work done by the schools, the returns for money invested in education, etc.

With these three lines of inquiry in view, let us consider some of the most important questions bearing on each.

### Administration.

1. How are the members of the school committee or school board elected or appointed? What is their number, how long do they serve, how are they paid? What active committees and sub-committees have been appointed? What are their duties, how long have they served, what have they accomplished?

2. What is the total expense for public education, is the money derived from a special tax or from the general public funds, is the county or state assisting in the expenses and for what purposes is this assistance given?

3. In what proportion are the expenditures on public schools distributed between teacher's salaries, maintenance, repairs, construction, etc.?

4. Is the system of accounting connected with the public schools department up to date and efficient?

5. Are school books furnished by the school department, and what is the system of buying and distributing books?

6. Is a truant department maintained, and what is its organization, relation to the school department, method of work and legal backing, number of truant officers, salaries, etc.?

### School Service and Community Needs.

1. What is the total capacity of the different grades in the public schools, what is the number of children in each grade, are children in the higher grades or higher schools ever rejected because of lack of room?

2. What is the average number of pupils per teacher in each grade and are cases of overcrowded classes common?

3. Are schools for feeble minded, backward, defective and crippled children maintained, are they sufficiently large to meet the community? How are children committed to these schools?

4. What schools for professional or industrial education are maintained, what is their character, capacity, cost of maintenance?

5. What institutions for higher learning are found in the community which have official recognition and are intended to meet the educational needs of the community, what is their capacity, organization, cost of maintenance?

6. Are kindergartens maintained in the public schools of the poorer sections of the community, and if so, what is their number and capacity?

7. Are evening schools for foreigners, ignorant of the English language maintained, what is the attendance, cost of maintenance, organization, etc.?

8. Are evening schools and public lectures for adults maintained, what was their character, number and attendance during the last school year?

9. Is industrial education part of the school curriculum, is it compulsory or optional, what are the trades taught and how long are the courses?

10. What industrial schools are maintained by the community and by private agencies for the purposes of meeting the industrial needs of the community, what is their capacity and what number of their pupils have gone into the local industries as skilled workers within the last five or ten years?

11. Is any effort being made to adjust the common school to the obvious needs of the local industries?

12. Are scholarships and apprenticeships for industrial education in schools and shops available to the pupils of the public schools, what is their purpose and character?

## Efficiency.

1. What are the requirements for teachers' certificates in each grade?

2. What are the salary schedules for teachers and principals?

3. What has been the training and experience of the superintendent and the principals of the various schools?

Comparative Expenditures for Schools Last Year
in Montclair, N. J. and Greenwich

From the School Survey Report on the Greenwich Costs.
A striking method of comparing Costs.

4. What was the number of repeaters last year in the various graded schools, and what in the opinion of the Superintendent of Schools and the school committee are the main causes that produce repeaters?

5. What is the cost to the community of the repeaters in proportion to total expense upon school maintenance?

6. Are defective and backward children sent to special schools or are they retained in the regular classes?

7. Are special classes for foreign children unacquainted with the English language maintained?

8. Are school reports published regularly and do the reports deal with the distribution of expenditures, school population, number of pupils dropped from the rolls, repeaters, absences and truancy, appointments and changes of teachers in various grades and needs of the department with comprehensive evidence as to such needs?

9. Are facilities and rules for reporting class room conditions provided and what is the system followed?

In connection with the general consideration of the public school system, a study of the colleges and universities in the locality may be undertaken with a view to ascertaining whether the facilities offered by these institutions may be of service to the public schools and in what manner this service can be secured. In some instances special courses for the purpose of assisting the teachers in service to keep in touch with the newer movements and ideas on education may be introduced into Universities and Colleges, if the needs are properly ascertained and clearly presented.

### Private Educational Agencies.

Aside from the public school, the College, University and the library, almost any community offers certain educational opportunities which are worthy of note and which can often be made more efficient and broadened in service by a more general knowledge of their

existence and co-operation with other private or public agencies. The nature of some of these agencies is suggested in the following questions:

1. What is the number of social settlements in the community, what is the nature of their work, how are they maintained, are they located where they are most needed, etc.?
2. Are there historical, botanical and zoological collections, industrial and art museums or any other facilities for the exhibition of objects of educational and artistic value?
3. Are public lectures offered by any agencies and what is the character of these lectures?
4. Are the churches doing any educational work aside from their religious services and if so what is the extent and nature of the work done?
5. What are the special private educational institutions maintained in the community, what is their scope, capacity and extent of work?
6. Are any of the private educational agencies assisted by the local government, county or State, and if so to what extent and for what purpose?

Particular communities will probably present special facilities and problems, and, altho considerable ground can be covered by following the outline above suggested, much valuable information will be secured in the course of the inquiry which will have a direct bearing upon the subjects herein considered but which cannot be dealt with fully here.

### Educational Status.

The educational facilities of a community and the racial and industrial make up of the population determine the educational status which should be ascertained for the purpose of comparing the efficiency of the school system, its service to the community and the educational problem presented by the foreign elements.

The facts relating to the educational status are of statistical nature and can easily be ascertained from the local school department and the state or Federal Census. The following are the facts to be ascertained:

1. What is the number of adult illiterates in the community, by age, sex and place of birth?
2. What is the number of foreign born persons who cannot read or speak the English language, by age and sex?
3. What is the number of pupils in the public schools who finished the grammar schools course and the number of pupils who finished the first, the second, the third, and the fourth years of the high school?
4. What is the number who finish the special schools courses provided for industrial education as compared with the total who begin such training?

The above four questions will serve as a measure of the work of the public schools and also indicate the task that is still to be performed in order to make illiteracy impossible and the privileges of the public schools of the most general service.

A School Building at Altdorf, Germany, in the Very Heart of Nature.

## WELFARE AGENCIES.

IN every locality there are certain agencies and organizations which through continuous and self-sacrificing efforts are endeavoring to counteract and remedy social ills, to remove conditions producing social waste and as far as possible to promote the development of the community along permanent, constructive lines.

The number and character of the philanthropic agencies in a community should be an index of the social problem in such a community if private philanthropy, the city and State are meeting their obligations properly, and are determined to avoid undue social leakage. On the other hand the efficiency of philanthropic agencies in meeting the social problems before them is the sure criterion of the type of service rendered and is the only means of insuring sufficient and efficient service without waste to the public or loss to those who are directly or indirectly affected by local problems. Social science is still in its infancy and practical sociology so far has not clearly pointed the way towards constructive and scientific social service; therefore, the origin of each kind of welfare agency can not always be traced to the beginning of the problem, but rather to a spasmodic and sometimes temporary awakening of the public, the church or the state, to effects rather than to causes of evils. Many of the social remedies applied are make-shifts and palliatives which are intended as a temporary relief of the evils already created, rather than the prevention of the conditions which

produce them. This misconception has resulted in many communities in a considerable number of ill conceived and poorly organized societies and organizations which have for their aim the relief or cure of social evils without regard to the relation of these evils to the whole of the social system, and much of the work done is unscientific and wasteful.

As philanthropic work through the various welfare agencies is the foundation upon which the remedial work of the community rests and as upon its methods and results depend not only the welfare of the poor, but the peace and happiness of the whole community, it is important to consider these agencies as minutely as possible.

A classification of charitable and philanthropic agencies must of necessity be arbitrary, and hard and fast lines are as difficult to draw between the activities of such agencies as between the functions of human society. The classification which we suggest in this bulletin and which should be used as a guide in grouping various welfare agencies is based upon the most important functions of such agencies and in the course of a survey, only the main line of service should be considered. The following grouping should be used:—

1. Charitable relief, including all agencies, State, municipal or private, whose work consists in aiding the poor through material relief.

2. Charitable relief with religious aim, including relief agencies which are carrying on religious propaganda in connection with their work.

3. The group "homes" should include all institutions which provide shelter for persons of various ages who are wholly or partially dependent for their support on

these institutions. This group should include homes for the defectives, for the aged and the homeless feeble minded, crippled, convalescents, as well as such institutions as provide shelter for which they receive part payment, such as the Y. M. C. A. and the various workingmen's and working girls' homes.

4. Sanitary relief and education should be the agencies which deal with health, such as various health organizations, hospitals, anti-tuberculosis and district nurses associations, milk stations and other agencies of similar character.

5. Leisure time agencies should include settlements, playgrounds, special schools, museums and lecture service, community centers, co-operative theatres, etc.

6. Protective agencies should include such organizations as interest themselves in the protection of minors, young women and animals.

7. Industrial aid includes employment agencies, special means of providing temporary employment, day nurseries, etc.

8. Civic agencies should include such activities as deal with the improvement of local conditions, activities for securing legislation involving the welfare of the community and other militant agencies whose effort is of a social character.

In some communities it is probable that other types of agencies will be found and the discretion of the committee on the survey should be resorted to in formulating a classification. It is quite certain, however, that a very large majority of the agencies found will be amenable to the classification above suggested.

In considering the efficiency of these various agencies,

the following questions should be asked in connection with their work:

1. What is the main purpose or purposes of each individual agency?

2. To what extent is the purpose of the agency in accord with its actual service?

3. Who are the managers and how are they elected or appointed? (Give the social service connection of each member)

4. How does the agency select its beneficiaries? Are religious, racial or national lines emphasized or favored?

5. Is it affiliated with some larger city, state or national organization?

6. Are the sources of revenue public, private or both? (State how much from each source.)

7. What has been the financial history of each agency during the last ten years?

8. How is the revenue distributed between the various lines of activity, as well as in relation to equipment, administration, service, relief, etc.?

9. How are accounts kept and how often are they audited?

10. Are financial reports published periodically and are these reports presented in a form that is easily understood by the public?

11. Are social workers employed to carry on the work, and if so, how many and what are their salaries, training and experience?

12. Are volunteer workers used, if so, how many and what has been their training and experience?

13. What changes in the scope, policy and method of work of each organization have taken place during the last ten years?

14. Are accurate records of cases kept, and if so, to what extent are they used in measuring the extent and efficiency of the work of each year?

15. Are the records of the various agencies of similar character and sufficiently similar in form to admit of comparative study of the work of each group of agencies of the same type?

16. To what extent does the State or municipal government exercise control over the work of each group, whether they receive public funds or not?

17. What are the methods of raising funds from the public and what is the annual cost involved in the raising of such funds?

18. Is there a Bureau of Registration or exchange of information which registers cases dealt with by social agencies which is used in order to avoid duplication and to what extent is this Bureau used by the social agencies of the locality?

19. Is there competition or co-operation between the various agencies of the same type in the city?

20. Are the facilities of each agency used to full capacity and if not why not?

With the facts outlined in the above questions ascertained, a general conception of the social equipment of the community would be made possible by a careful interpretation of the facts gathered. In the next chapter we will deal with the more specific questions as related to the various types of social agencies.

## Poverty and Dependency.

In the chapter on Industries and Wages we have dealt extensively with the industrial problems to be considered in a survey. Strictly speaking, the present chapter should be entitled Economic Problems and Dependency but the treatment of this subject from the standpoint of the community entails so many lines of inquiry and the facts are so scattered and difficult to obtain that it seems advisable to consider the more limited aspects of economic conditions, namely, poverty and dependency, which are the most concrete and simple expressions of "community economics" and its failures. Poverty and dependency are the synthesis of the conditions which cause our social mal-adjustment, particularly industrial mal-adjustment, inefficiency and impotency. They are the fruits of our

lack of social foresight and of the wastefulness of our human resources.

Owing to the absence of a definite line of demarcation between self support and poverty, and also because of the decided difference of opinion between experts as to the necessary wage needed for a normal standard of living, all consideration of the subject of poverty and dependency will have to be based upon facts relating to persons and families aided by charitable agencies rather than upon the number of persons and families in need of aid. The investigation dealing with actual aid given has the advantage of being based upon conditions easily ascertainable and concerning which there can be no difference of opinion, except as to degree.

The subject of poverty is clearly distinct from that of dependency, the former implying financial conditions which require aid in the form of means of subsistence, while the latter is a condition which involves not only lack of means of subsistence, but such other physical, moral and educational care as is generally required by persons who are physically, mentally or morally defective or feeble, and who, owing to their economic conditions, must be placed with organizations maintained for this purpose.

## Poverty.

To discuss the causes of poverty would be to enter upon an extensive study of our whole social system, but to make a study of the poor of a community and the direct causes of their poverty is much more within the scope of a survey as is here suggested. The facts concerning the number of poor families and individuals

under the care of charitable agencies can be ascertained more or less accurately from the records of the local charitable societies, the records of the overseers of the poor, church relief organizations, and other relief agencies.

It must be borne in mind, however, that the records of relief agencies represent only the individuals and families who have been actually dealt with by the agencies, and do not include the vast array of economically subnormal families and individuals who either refused to apply for aid or are unknown to the relief giving agencies.

Some light may be thrown upon the amount of poverty as expressed in relief giving by securing answers to the following questions:

1. What is the number of families and individuals who received aid during the last year and what is the average size of each family? (Inquire into sex, age, nationality, occupation, etc.)
2. What are the relief agencies of the locality and what are their annual budgets for administration and relief?
3. What are the conditions or restrictions under which relief is furnished?
4. Does the municipality maintain a poor department and what are the conditions under which relief may be obtained? Is favoritism for political reasons shown?
5. What are the main causes for dependency as far as the records show?
6. What proportion of the dependent families or individuals may be attributed to preventable causes such as industrial accidents, preventable sickness, low wages, irregularity of employment, failure to insure against death of head of family and other similar causes?
7. What provisions are available for the employment of the industrially subnormal who could at least partly pay for their own support?

With the facts relating to the above questions a

hand and the experience in securing the information, the value of the records upon which they are based will be more accurately estimated. A classification of causes of poverty may be prepared along the following lines:

1. Cases of poverty due to the death of chief wage earners.
2. Illness or old age of the chief wage earner.
3. Lack of employment of chief wage earners or other members of family contributing largely towards family support.
4. Irregularity of employment, strikes, lock outs, etc.
5. Insufficiency of earnings for family needs.
6. Low wages.
7. Absence of head of family through desertion or imprisonment.
8. Drunkenness or other vices of chief wage earner or house keeper.
9. Poor management due to ignorance.

The results obtained will differ in different communities and in order to add value to the classification of cases, additional information concerning the nationality, place of birth, age and occupation of the beneficiaries of charitable agencies should be added to the general classification of the causes of poverty. This classification will add considerable weight to the mass of evidence collected and may assist in determining the policy of charitable societies in such cases as the necessity for piecing out the wages where the chief wage earner is able bodied and capable of doing a good day's work, but is underpaid; or in a case where the chief wage earner is in prison working for the State and the family is without support.

Throughout the investigation of poverty it must constantly be borne in mind that the work is of little value without a consideration of the industrial conditions which have been outlined elsewhere.

## Dependency.

As was stated at the beginning of this chapter, dependency means a condition of poverty, which, aside from the lack of means of subsistence, is caused by physical, mental or moral defects or deficiencies such as require special care on the part of some organization or agency to which such persons are entrusted. The facts concerning such persons can easily be ascertained from the local and state institutions, whether they be public or private, if adequate records are available.

The facts concerning dependency may be ascertained through the following inquiry:

1. What institutions, private and public, care for the insane, feeble minded, epileptic, crippled, aged, abandoned, orphan or dependent children? What are the conditions for admission to each institution, what is the cost of maintenance, under whose auspices are they conducted, how are funds obtained?
2. What is the total number of inmates in each institution and if a State or county institution, what is the number of local inmates?
3. What efforts are being made in each institution to make the inmates self supporting?
4. How many have been discharged within the last five years from each institution and what has become of them so far as the institution is aware?
5. How are discharged dependents followed up after their discharge?
6. Are dependents placed in private families, and if so, how are the families chosen and what control does the placing agency have over the families with whom dependents are placed?

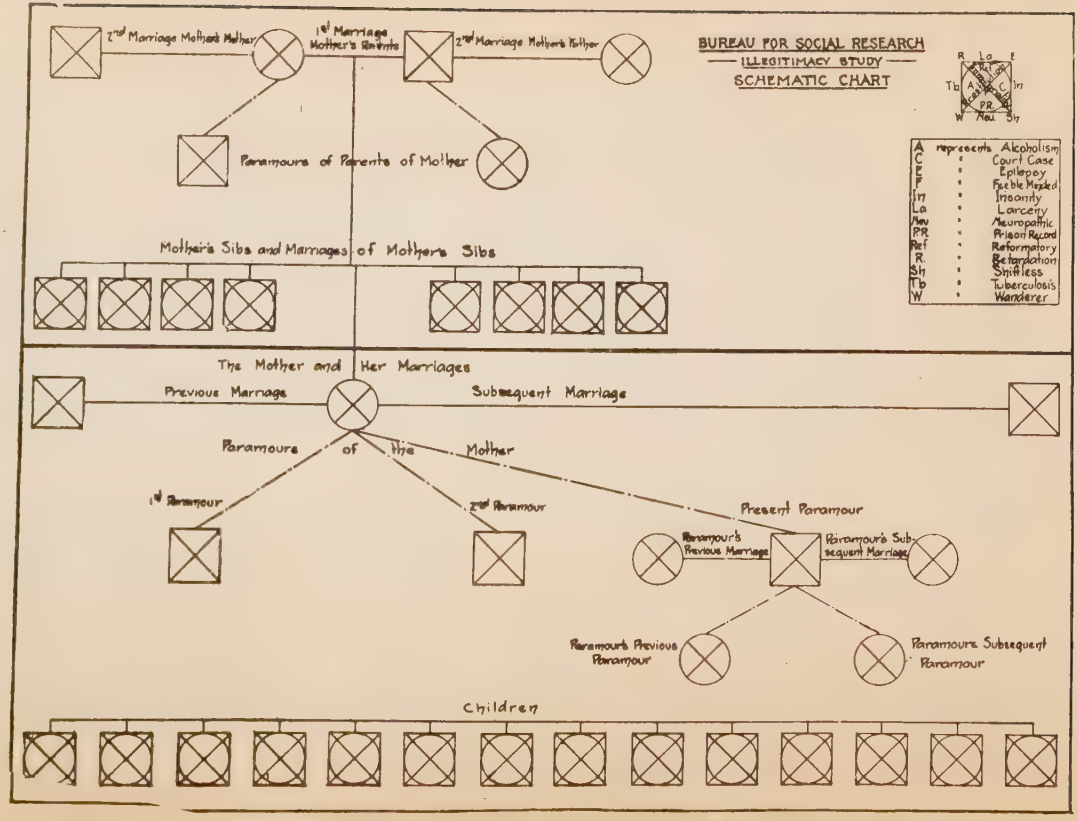



CHART USED BY THE BUREAU FOR SOCIAL RESEARCH, PHILADELPHIA, IN THE STUDY OF FAMILY RELATIONSHIPS,

7. Does the State exercise control over institutions for dependents and in what manner is the control exercised?

8. Is there a child placing agency in the community and, if so what is the scope of its work?

9. Are there institutions in the community which are overcrowded while others of the same type are not being used to their full capacity?

10. What effort is being made to return dependent children or adults to their families as soon as the families are in a position to care for them?

11. What is being done to rehabilitate families with a view to placing responsibility for their dependent members upon them?

### Institutional Equipment.

Within recent years facts have come to light which show a very pressing need for careful supervision of institutions for dependents. The accommodations are frequently inadequate, the sanitary provisions a menace to the health of the inmates and the general care insufficient to meet even the lowest standards of living. The institutions for children and especially for babies have a mortality rate of from 50 to 80 per cent. of their wards and in the care of older dependents the neglect verges on or actually takes the form of cruelty. In order to avoid these abuses a careful study of the interior of each institution is imperative. Annual reports and publicity are insufficient and frequently misleading; only the careful inspection of the interior of the institution and the intelligent scrutinising of records can be relied upon for accurate information. *An institution that refuses access to its records or its plant at any reasonable time and without previous notice should have no right to operate in the community.*

As a guide in all such inspections I have outlined the following questions which may well be used by the

Chart Showing Distribution of Feeble Minded in Massachusetts Institutions, Waiting Admission and in the State.

From the Report of the Committee on the Protection of the Feeble Minded of the Massachusetts Society for the Prevention of Cruelty to Children.

survey organization in the study of the individual institutions for dependents.

A. *Organization.*

1. Name of Organization.
2. Address.
3. When organized? If incorporated, when and in what State?
4. Amount of capital stock if any.
5. Objects as stated in charter.
6. Objects as carried out at present.
7. If a religious institution, what denomination and under what supervision or control?
8. Are beneficiaries limited to any particular color, or creed, nationality, marital condition, moral character, age, sex, etc.?
9. If an institution, what is the capacity for each type of inmate?

B. *Administration.*

10. Names of officers—president, vice-president, treasurer, secretary, executive head, chairman of board of trustees.
11. Names and addresses of directors or trustees. Length of term.
12. Method of electing each.
13. Number of paid workers (positions held).
14. Training.
15. Number of volunteers (in what department).
16. Are records kept? If so, in what form? (How complete? Enclose blank copy).
17. If institution, what form of investigation is done?
    a. By central agency?
    b. By paid or volunteer investigator?
    c. By committee of board of managers?

18. Is the Registration Bureau used for all or only part of the cases, and if the latter, what cases are registered?
19. If a children's institution, is school maintained in the institution, or are children sent to public school?
20. What is the method of placing children when this is necessary?
    a. Where placed?
    b. Under what conditions?
    c. Who investigates and by what method prior to placement?
    d. When boarded out who pays cost?
    e. What supervision is given after placement and for how long?
    f. Average number of visits.
    g. Number of visiting agents.
21. How often did directors or trustees meet last year?
22. If an executive committee, how often did it meet?
23. If a finance committee, how often did it meet?

C. *Resources and Income.*

24. Value of real estate owned.
25. " " endowments.
26. " " other assets.
27. Form of endowments.
28. Total assets.
29. Debt or mortgages on real estate.
30. Amount of other outstanding financial obligations. (State what for).
31. Amount of insurance on real estate, $.....
    On equipment and other assets, $.....

32. When does fiscal year end?
33. Actual income and expenditures during year ending .....
34. Has the institution drawn on its invested fund or endowments to meet current expenses?
35. Value of equipment. (Give classification of and value of each class).

Income From:

36. Contributions.
37. Endowments.
38. Inmates and other beneficiaries.
39. City.
40. County.
41. State.
42. Sale of products of institution.
43. All other sources.
44. Total income.
45. Collection of funds:
    a. Personally, by officers, $.....
    b. By salaried employees, $.....
    c. On commission, $.....
    d. By correspondence, $.....
    e. By entertainments, $..... (By whom given).
    f. By advertising, $..... Cost of advertising, $.....
    g. What per cent. is paid to solicitors?
46. Give names and addresses of persons authorized to solicit funds.
47. What business checks have been provided when collectors are used?
48. Is their full time given to collecting?

D. *Expenditures.*

49. Salaries.
    a. Supervisor.
    b. Teaching staff.
    c. Domestic service.
50. Food.
51. Clothing.
52. Maintenance of plant.
53. Heat.
54. Light.
55. Rent.
56. Interest on loans or mortgages.
57. School supplies.
58. Furniture.
59. Other supplies.
60. Cost of collection of funds.
    a. Commissions.
    b. Other expenditures.

E. *Handling of Funds.*

61. Are all collections deposited?
62. Are bills paid by check?
63. Who approves expenditures and in what manner are such approvals given?
64. Are vouchers kept?
65. Are accounts audited, by whom and how often?

F. *Budget.*

66. Is annual budget made up at beginning of fiscal year?
67. What will next year's budget be? (Give detailed items).
68. Name sources of revenue that are available to meet such a budget.

69. What special needs of the agency are expected to be met next year beyond the present work?
70. State minimum cost of meeting such need.

G. *Co-operation.*

71. Co-operation with other organizations as to:
    a. Territory.
    b. Handling of special cases.
    c. Reference of cases to other agencies.
    d. Joint conferences on cases.

H. *Method of Admission of Inmates or Charges.*

72. Investigation by whom?
73. Study of records available in the hands of other agencies.
74. Medical examination and care (by whom).
75. Mental examination (by whom).
76. Dental examination and care (by whom).
77. Oculist's examination (by whom).
78. Special conditions for admission.

I. *Publicity.*

79. Willingness to furnish information.
80. Publication of reports and how often.
81. Character and accuracy of report.
82. Educational work done outside the institution.

J. *General Statement.*

Statement indicating the alleged reason for the maintenance of the agency and its distinguishing character when compared with other institutions of similar character.

## K. *Equipment.*

Buildings.

Location of buildings in their relation to:

a. Street conditions.
b. Sewage and water supply.
c. Open spaces.
d. Churches.

Ownership.

a. Owned.
b. Rented.
c. Free rent.

Size of each building.

a. Area occupied.
b. Stories.

Number and use of rooms according to:

a. Floor space.
b. Air space.
c. Window area.
d. Exposure.
e. Use and by how many persons for how long in 24 hours.
f. Methods of ventilation.
g. Wall paper or paint.
h. Possibilities for washing floors and walls and how frequently done.
i. Ages of persons occupying each room.
j. Sex and color of occupants.

Playground facilities.

Front size of yard.

a. Sod?
b. Dirt?
c. Paved?

Rear size of yard.
Sides size of yard.
Equipment of yard.
Fencing of yard.
  a. Height.
  b. Material.
Nearest park.
  a. Name.
  b. Distance.
Public square.
Are these used?
Under what conditions?
Roof in use?
  a. Needed?
  b. Possibility of use?
Suggestions for more space or better use of space.

Fire Prevention and Safe Guards.

Fire Escapes.
  Location
  Doors opening { in / out }
Staircases.
  width
  location
  material
  rail—wood or iron
Fire extinguishers.
  location
Ropes and other devices.
Fire drills.
  organization
  frequency
  announced

Location of nearest alarm.
Directions for reaching.

HEATING.

Kind.
Stoves.
Description
Number
By whom controlled
Protection
Location
Steam.
Location of boiler
Control and inspection
Number
Protection
Hot air.
Number of furnaces
By whom controlled
Protection
Location
Fire places.
Number
Location
Protection
Gas, coal or wood
Provision for moisture?
Standard temperature?
Thermometers in all rooms?
By whom inspected?
What secondary arrangement?
Has need ever occurred?

PLUMBING AND FIXTURES.

Well polished?
Evidence of breaks, leakage, etc.?
Any odors?
Regularly inspected by city inspector?
Any tube or temporary gas connections?

BATH ROOMS.

Number of tubs?
" " showers?
" " washstands?
Special bath room for infants?
Tubs elevated?
Number of tubs and washstands?
Number of housemaids' sinks?
Are tubs scrubbed after each bath?

TOILETS.

Separate rooms for boys and girls?
Number of seats:
Boys
Girls
Urinal?
Paper fixtures and paper?
Tiled floors?
Finish on walls?
Well lighted by windows and ventilated?
Automatic flushes?
Cleanliness.
Disinfectant or deodorant?
Small toilets for small children?

VENTILATION.

I. *Artificial.*
What system?

Size and number of fans?
Temperature of pumped air?
Location of intake?
Frequency of inspection?
When are windows opened?

II. *Natural.*

Number and size of windows?
Open top and bottom?
How often is air changed?
Location of windows?
Ventilating devices.
Transoms?
Temperature when visited.
Supposed temperature.
Fans for cooling room?

Screens.

Throughout?
Condition?
Cleanliness.
Any openings?
Netting or wire?
Folding or complete?

Floors.

Bare or covered?
Name covering.
Kind of finish?
How cleaned?
How often?
Disinfectant used?
Dry sweeping?
How often scrubbed?

Woodwork.

Color?

Condition?

How often scrubbed?

Poverty and Dependency are products of social maladjustment and their consideration is only secondary in a general study of social conditions. The industrial problems, the efficiency of the educational system, the proper health and housing control, the amusement facilities and their character and the many aspects of social life are the determining factors in the production of poverty and to them the main attention of a survey should be given. The existence of poverty and misery should be considered only as an index of the intensity and extent of social maladjustment.

## Efficiency Test and Control of Welfare Agencies

The multiplicity and variety of welfare agencies constantly coming into being in every community have placed a heavy financial burden upon the community without always giving to the community a fair return on the investment as in every other field.

In this age of efficiency the charitable efforts intended to meet the problems arising from individual shortcomings and social maladjustments are coming within the realm of the efficiency expert. The business man who assumes the largest responsibility for the maintenance of welfare agencies is eager to secure the highest possible return on his investment in "charity" work. In establishing measures of efficiency in business the standards are so easily determined upon that it is not difficult to measure the return. In the case of charity

work, however, this is not true. Inefficient business carries with it its own destruction. In charity work, however, inefficiency is more difficult to detect and may continue at the expense of the public without hindrance from anyone. It is for this reason that it is more important to establish standards of measurements of the inefficiency of welfare agencies than it is in the case of individual business. This efficiency should be measured along three distinct lines:

1. The efficiency of the giver in selecting the agency or cause to which to give.
2. Efficient services on the part of the agency receiving the support.
3. The efficiency of the agency in meeting the needs and problems of the community.

Within recent years, commercial organizations in the form of Boards of Trade and Chambers of Commerce have undertaken the task of separating the efficient from the inefficient organizations, and are determining for the business and moneyed people the channels into which their bounties should flow. There is a triple motive in this undertaking. The first is the desire to save the time of the business man in determining upon his charities. The second is to promote in the communities the charitable work that is most efficient and the third is to avoid supporting organizations and agencies representing movements of questionable character.

This effort is worthy of attention especially on the part of the so-called professional social workers who are daily called upon to consider and assist in the solution of local problems that are constantly taking on new forms and requiring new treatment.

In considering the efficiency of any charity or welfare agency there are three definite lines of thought that present themselves:

1. The efficiency of methods of work.
2. The use of funds.
3. The need or fitness of the service rendered by the agency to the community.

All standardizing work so far done in connection with welfare agencies in this country has been largely along the lines of improving the efficiency of methods and in developing modern systems of accountancy. This may have helped to introduce certain business elements into welfare work, but it did not add a single element to the efficiency of these agencies in dealing with social problems beyond improving service already in existence. We might call this kind of efficiency an attempt to crystallize into definite form machinery handling all existing problems without regard for the evolution of community needs and social institutions.

The Boards of Trade and Chambers of Commerce have developed what are called "Endorsement Committees," varying in their methods of work from voluntary committees to the most expensive and most highly specialized Bureaus of Charities as part of the general undertaking of business organizations.

While we recognize the need for introducing efficient methods into welfare work of our communities and while we have no fault to find with the desire of the financial backers of our welfare agencies to protect themselves against imposters and inefficient organizations, which are daily applying to them for assistance,

we feel that the standards set for efficiency and economy by the Board of Trade, Chamber of Commerce or a Bureau of Charities are wholly inadequate to meet the need which at present exists for sifting welfare agencies with a view of retaining those most needed and compelling those which are not meeting a real need in the community to discontinue activities. We make bold to say that in many instances inefficient agencies operating in a particular community are entitled to the most liberal support, while other so-called efficient agencies with the best kind of accounting systems and most up-to-date methods of service should be eliminated from the community by a refusal on the part of the public to support them. By way of illustration we might consider a home for immoral girls which has succeeded in securing a large number of inmates and which is conducting a model institution as against a smaller and less efficient organization dealing with preventive work which endeavors to remove the conditions which make it possible for young women and girls to lead an immoral life through bad home conditions, poorly supervised dance halls, failure on the part of the police to control the back rooms of saloons and other similar conditions. We can readily imagine the latter organization, owing to lack of funds and the failure on the part of the public to realize the importance of removing the causes of immorality among young girls, being compelled to do its work in a haphazard and inefficient manner. Under these conditions it could be readily seen how an endorsing agency, by refusing support to an organization dealing with preventive measures and giving ample aid to a well conducted institution dealing with immoral girls, would

merely allow the local problem to increase the production of institutional care instead of reducing it.

It is essential, therefore, that the endorsing organization look upon each agency not as an individual or a corporation showing results as a unit but rather in its relation to the broader needs of the community. This form of endorsement has so far not been recognised by any of the endorsing bodies in this country, because of the fact that they have looked upon welfare agencies as business concerns and have recognised returns for investments on an institutional rather than on a community basis. This short cut toward the business man's efficiency given through the endorsement committee of a business organization, is bound, we believe, to injure rather than assist in the solution of the larger problem which the business men are anxious to relieve and are endeavoring to solve.

The history of philanthropy in this country is marked by a very generous response on the part of the giving public and through this generosity agencies and institutions of various types have become established. The usefulness of many of these agencies and institutions has long since become a thing of the past. There are thousands of legacies in the United States today involving millions of dollars which are tied up by wills so narrow in their social conception and so wholly out of harmony with modern needs that they have fossilized the path of social reform in this country. The business man, ignorant of the more fundamental principles of social reform, imbued with the principle of solid investments, continues to support agencies and institutions which should have been allowed to die through lack of public support. Their continued existence hampers

more progressive activities of modern social endeavor which have within recent years become revolutionised through a better knowledge of society and its component factors.

Were we willing to admit that business efficiency is a standard of social efficiency when applied to welfare agencies, endorsements are still open to criticism for reasons which may be stated as follows:

1. The deciding upon the efficient welfare agency involves an artificial process of elimination of other agencies on a basis which may be subject to controversy due to difference in point of view.

2. An endorsement granted on the basis of both efficiency and usefulness at a given time would be difficult to revise when such an agency had outlived its usefulness.

3. The deciding upon or the endorsement of an agency does not involve the public. Any responsibility for support and the final backing that such an agency might get would remain spasmodic, and would not in any way be necessary to the needs of the community.

4. The competition between agencies will never be reduced or eliminated through endorsement and the agency most capable of obtaining publicity and most active as a soliciting body would obtain the best results.

5 Experimental work which would not be recognised by a small group of business men representing the endorsing committee would encounter difficulties at the outset because endorsement presents the best excuse on the part of the business men for refusing to grant endorsement to any enterprise that is not already recognised by the endorsing body.

In the last analysis the whole problem of endorsement revolves around existing agencies with a view to separating the desirable from the undesirable. This policy fails to recognise the fact that these agencies are not in themselves those designed to meet adequately and intelligently the problems as they arise from day to day.

What the community has before it in endorsing social agencies is not determining upon the efficiency of particular organizations or institutions, but a measuring of the character, extent and intensity of the various social problems facing the community with a view to securing the most adequate service necessary to meet the problems that exist. To do this a very careful survey of the community's social liabilities is absolutely necessary, and this can only be done through a thorough *social survey*. When this is done the need for agencies both in existence and still to be organized could be clearly determined upon and endorsement granted upon that basis. Society is not a static unit but keeps shifting and moving to the shifting changes of conditions both within and outside of our communities. Institutions are therefore entirely only temporary means of meeting the situation. In a progressive community, they may serve their purpose for a time, but when their usefulness becomes lessened either by a new method of approach and treatment or by a complete change of society, these social agencies should be eliminated or replaced by other agencies better adapted to existing needs.

It is not advisable for social workers or for the giving public to assume that endorsements will bring about efficient social service; all that can be hoped

for is that they will eliminate a certain number of agencies, some of which may actually be more useful than those receiving the highest endorsement on account of honest accountancy and business administration.

From the point of view of progressive social reform, if we may be permitted the term, endorsement may render the launching of new movements practically impossible. It is also true that many social agencies already in existence, or contemplated, may design to interfere with the moneyed interests in the community. Strong representation on the endorsement committee coming from the moneyed group would withhold endorsement in spite of the highest ideals embodied in such an institution and regardless of the honest tendency and actual need for such an institution or agency in the community.

On the whole, the entire policy of endorsing charitable agencies is one that is bound to present serious dangers to social work in America unless some check is provided whereby endorsements would not be granted on the basis that prevails in business organizations. How this should be done is a matter that should command the attention of those sincerely interested in the constructive handling of our social problems.

## CRIME.

WITHIN the last two decades a broad and scientific point of view concerning the causes and prevention of crime has affected both the law and public opinion. Anti-social acts are not looked upon in the light of injury done to the community or to individuals, but from the point of view of the causes such as heredity, environment, ignorance and other conditions that conspire to produce crime. Pedagogy, medical science and psychology, economic factors and hereditary tendencies are called into co-operation in determining, not punishment, but methods of treatment of the criminal that would make of him a useful member of society and as far as possible remove the causes for future anti-social acts. In other words, crime has become a matter of social responsibility in the same degree in which illiteracy, industrial accidents and poverty are matters of social responsibility.

The line of distinction between the degenerate, the socially inefficient and the criminal is not found in the character of one's action, but in the treatment necessitated to meet the needs of such individuals, in order to protect society against them and remove the obstacles in the way of their useful service to society and themselves.

Criminal law and the machinery provided for its enforcement are turning their faces from punishment and revenge to prevention and reform. Legal provisions with hard and fast lines are becoming humanised and their application is becoming a problem of expert

knowledge of human nature and social conditions rather than a matter of learning in the laws. With these tendencies apparent in many of the modern methods of dealing with crime it is important to consider the amount of criminality existing in a particular community from this constructive, economical and human point of view, with more regard to the interpretation and application than the content of the law.

## Juvenile Delinquency.

*Environment.*

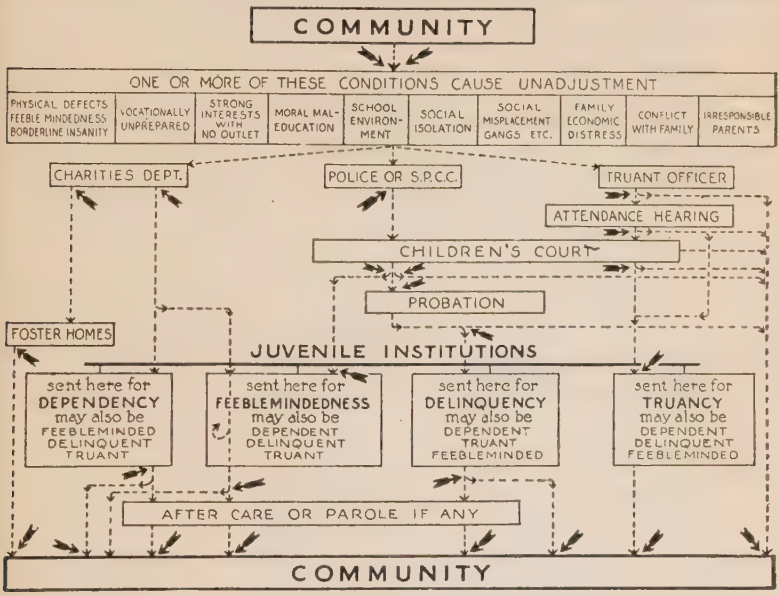
Juvenile delinquents are offenders under eighteen years of age and modern practice has evolved a new and distinct system of dealing with this type of delinquent. As a large share of juvenile delinquency is the result of immediate environmental conditions and as the offences are usually of a minor character, it is advisable to deal with conditions surrounding children which have been shown by experience to be influential in producing juvenile crime.

The conditions to be considered are generally as follows:

1. Are children employed in street trades, what is the character of the trades, what is the number of children so employed, their ages, sex, and parentage?
2. What legal restrictions are placed upon children employed in trades and how are these legal restrictions enforced?
3. Are children under fifteen years of age permitted to work in shops and factories with adults of the opposite sex and if so what supervision is used in such places?
4. Is the sale of liquor and cigarettes to minors under police control and how are the regulations enforced?
5. Are children permitted to work at night in factories and street trades and if so what are the hours and conditions of labor?
6. Is obscene literature circulated in the city and sold to minors

## THE PROGRESS OF THE UNADJUSTED CHILD

FROM THE COMMUNITY—THROUGH SPECIAL AND LEGAL AGENCIES— BACK TO THE COMMUNITY


COMMUNITY
ONE OR MORE OF THESE CONDITIONS CAUSE UNADJUSTMENT
PHYSICAL DEFECTS FEEBLE MINDEDNESS BORDERLINE INSANITY
VOCATIONALLY UNPREPARED
STRONG INTERESTS WITH NO OUTLET
MORAL MAL-EDUCATION
SCHOOL ENVIRON-MENT
SOCIAL ISOLATION
SOCIAL MISPLACEMENT GANGS ETC.
FAMILY ECONOMIC DISTRESS
CONFLICT WITH FAMILY
IRRESPONSIBLE PARENTS
CHARITIES DEPT.
POLICE OR S.P.C.C.
TRUANT OFFICER
ATTENDANCE HEARING
CHILDREN'S COURT
PROBATION
FOSTER HOMES
JUVENILE INSTITUTIONS
sent here for DEPENDENCY may also be FEEBLEMINDED DELINQUENT TRUANT
sent here for FEEBLEMINDEDNESS may also be DEPENDENT DELINQUENT TRUANT
sent here for DELINQUENCY may also be DEPENDENT TRUANT FEEBLEMINDED
sent here for TRUANCY may also be DEPENDENT DELINQUENT FEEBLEMINDED
AFTER CARE OR PAROLE IF ANY
COMMUNITY

**---- indicates the various routes the child may take from the time it is removed from the community until it is returned to the community.**

**↟ indicates the points at which the community agencies listed on the next page could, through clinical cooperation with special and legal agencies, diagnose the cause of unadjustment and in most cases bring about the child's adjustment to its own environment.**

DIAGRAM SHOWING PROGRESS OF UNADJUSTED CHILD IN NEW YORK CITY. PREPARED BY MISS MILDRED TAYLOR FOR THE JOINT COMMITTEE OF THE UNADJUSTED CHILD OF THE PEOPLE'S INSTITUTE AND THE NATIONAL COMMITTEE OF PRISONS.

and if so how and where is the literature obtained, do the police attempt to control such sales, etc.?

7. At what age are minors permitted to enter theaters and other amusement place, without guardians?

8. Is sex hygiene taught in the public schools and what is the system in use?

9. What are the public and private agencies providing free amusements for juveniles and are they so distributed throughout the community as to be accessible to all children in need of such amusements?

10. Are the services of a child protecting agency available in the community and if so what is the legal status, the method of work and field of activity of such agency?

Although throughout the above list of questions only problems of environment are considered, the problems of heredity and the physical condition of juveniles should constantly be kept in mind in dealing with individual cases, both before and after offence has been committed.

### Juvenile Delinquency and Court Procedure.

The offences committed by juvenile delinquents, the number of offenders in institutions, number of repeaters and many of the crimes committed in adult life depend upon the methods employed in dealing with young offenders. It is for this reason that considerable attention should be given to the problems of preventing juvenile crime and redeeming through proper care those who, owing to various causes, have come under the care of the courts.

Some of the questions to be considered in this connection are as follows:

1. Number of juvenile delinquents handled in the community during the year classified by sex, age, parentage, offence committed and disposition of the case by the court.

2. Are juvenile cases treated by the court in special sessions or together with other cases?

3. Is a particular judge appointed or selected to deal with juvenile cases or not?

4. Is a probation system in use, and, if so, who is in charge of the probation work, how many probationers has he or she in charge and how many paid and volunteer assistants are available? Do the paid probation officers give all their time to the work?

5. What is the proportion of probationers for the year preceding the survey who have not been rearrested for new offences and what are the offences for which they were placed on probation?

6. Do the courts work in co-operation with any private agencies in the care of the children brought before them and, if so, what is the legal status and work of such agencies?

7. Is privacy a feature in the juvenile court proceedings?

8. Is parental responsibility for the crimes of juveniles provided for by law and if not does the court take account of parental neglect in treating cases?

9. What institutions are provided for the confinement of juvenile delinquents; what is the number of local inmates in such institutions, what are their offences and penalties?

10. Is the system of indetermined sentence and parole in use in juvenile courts and institutions and what proportion of juvenniles so treated have been returned to institutions?

11. What trades are taught in the juvenile institutions and are they related to industries carried on in the community?

12. Do the institutions for delinquents whenever practical place their discharged inmates in paying positions and what have been the results obtained and difficulties encountered in this work? (Information from Superintendent of Institution and Board of Directors.)

13. Are truants cared for in institutions for delinquents or in some separate truant or parental school?

14. Are juveniles detained by the court before sentence is pro nounced held in penal institutions or in some private or public detention home especially provided for this purpose?

15. In how many instances are the causes of the offence traceable to parental neglect?

16. What is being done to rehabilitate the home prior to the return of a discharged delinquent to his or her old environment?

17. Do the probation officers endeavor to connect up families and the discharged inmates of institutions for delinquent children with the social agencies of the neighborhood or community?

18. Are mental and physical examinations of each child made both prior and after commitment?

Answers to the above questions will not only give a clear idea of the status of the work of rehabilitation done with juvenile delinquents, but will point the way to a constructive program of action both along the line of better methods of treatment of delinquents and more effective preventive measures.

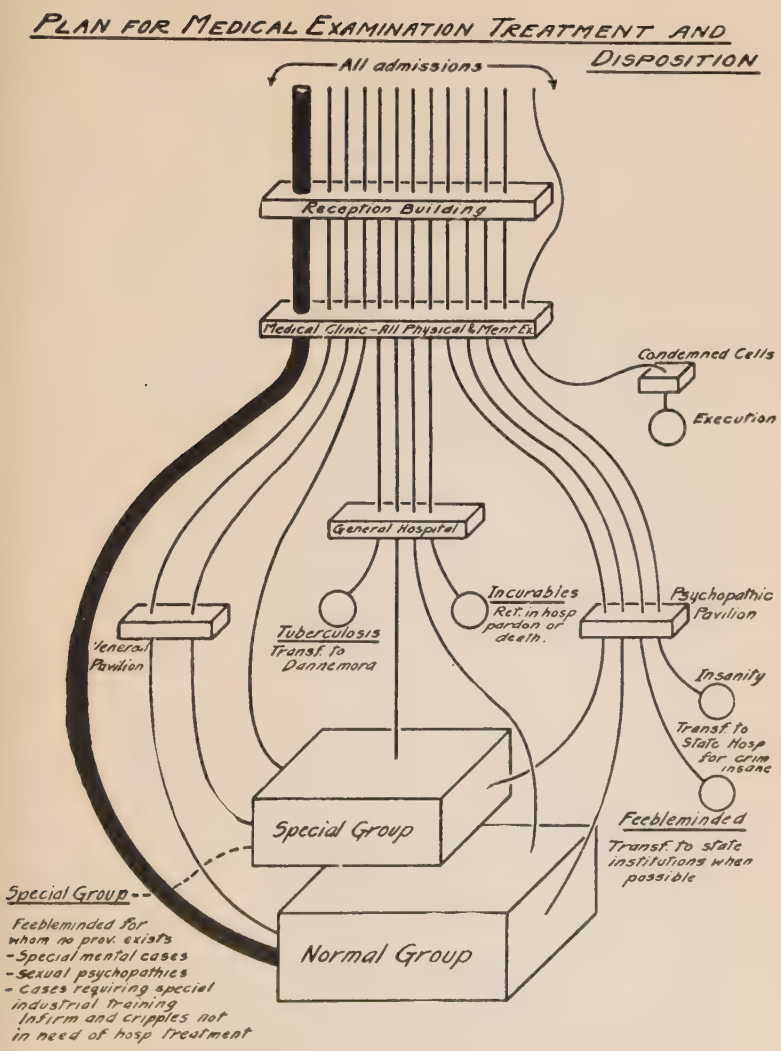
### Adult Crime.

Unlike the conditions prevailing in the case of the juvenile offenders, adult crime is extremely difficult to trace to its cause; hence the study of causes of adult crime will not be considered. It must be borne in mind, however, that not all offences treated by the courts are crimes although they may be punishable by law. For the purposes of such a survey as is here suggested only offences against the person and against property should be considered, while petty offences against city ordinances, drunkenness, etc., should as far as possible be disregarded.

The facts concerning crime and its treatment may be ascertained in a general way by inquiring into the following:

1. What is the total number of persons in various prisons and jails committed in the locality, what are their offences, ages, sex, nationality in proportion to the population of the locality and what are the terms they are serving?

2. How many persons are confined because of failure to pay




PLAN FOR MEDICAL EXAMINATION OF PRISONERS.
From Leaflet 32 of the National Committee on Prisons.

fines imposed upon them by the court and at what rate are fines paid up through confinement?

3. Are probation, indetermined sentence and the parole systems in use in the courts and prisons and if so under what conditions are they applied?

4. What officials are in charge of the probation work, what amount of time are they required to give to their duties, how many probationers are being cared for by each probation officer?

5. Is a medical and psychological clinic maintained in connection with any of the courts of the locality and do they examine all or only special cases?

6. Do prisoners such as drunkards and prostitutes receive the special medical care they need while in confinement?

7. Are professional bondsmen permitted to operate in the courts and what are their methods?

8. Are the prisoners in the various institutions taught a trade and if so, is it suited to the needs of the community and the prisoner?

9. Is contract labor carried on in the prisons and if so, what is the character of the goods manufactured; what is the pay derived from the labor of each prisoner; what does the community pay for the support of the institution and how much is derived from the contractor; is the industry a profitable one for the worker in the free market?

10. Do the prisoners share from the profits derived from the contracts and if so, to what extent? If not, what amount of money do they receive at the time of their discharge?

11. Do dependent families of prisoners receive any aid from the State during the prisoner's confinement?

12. What is the total annual expense for the maintenance of police, courts, prisons, as well as the total annual loss of property through crime?

13. What follow up work is being done in the interest of the prisoners after discharge?

14. Are any agencies available for the temporary care and relationship that the prisoners need after discharge?

15. What is being done to readjust the prisoner to a normal social environment wherein he could use his qualities for industry and leadership under the stimulus of friendly relationships and a recognition of such qualities as he or she may have?

These are practical questions which can easily be answered. Problems, such as feeding of inmates, the sanitary conditions of the prison, the isolation of contagious diseases—such as tuberculosis—education of prisoners, etc., may also be considered. A thorough inspection of the prison and an examination of the daily routine will be found profitable in ascertaining the merits and demerits of a prison system.

This ends the task of the survey in so far as the gathering of data is concerned, and as poverty and crime are the greatest elements of human and social waste, it is most fitting that the work of studying the community should end here and the facts be squarely faced. In the following chapter we shall deal with the methods of collating and utilizing the information gathered.

## STATISTICAL FACTS AND THE SURVEY

SOCIETY functions in obedience to definite forces, the character, relation and dependencies of which constitute the laws of social mechanics. As in the field of physical mechanics, so in social mechanics the qualitative analysis of the forces at work do not and cannot be taken as an index of their significance in the functioning of individual social institutions or of the whole of the social order. As in the study of chemistry, so in sociology, quantitative analysis must be applied in order to ascertain the differences, changes, relationships, values, intensity of reaction, etc. In society, qualitative analysis is as essential as it is in chemistry and mathematical relationships are as exact as they are in physics or mechanics.

The statistical method is to social phenomena what quantitative analysis is to chemistry and mathematics to mechanics. In a word social statistics is the method of quantitative social analysis.

In order to bring the above discussion closer to our own daily social experience, let us take an illustration from one of the most widely discussed social problems, —child labor. If we say that there is child labor in a given city or state, we are at once aware of a condition that is generally acknowledged to be undesirable, but no conception of either the extent or intensity of the problem is conveyed by this statement. It is only after the test of quantitative analysis or statistical measurement as to the age of the children at work in proportion to the total number of children of the same

age in the community, the hours of work, etc., are ascertained that the problem can be presented as a clearly defined, accurately measured condition upon which action may be based.

The statement of a condition without quantitative facts makes possible divergent and confusing opinions subject to interpretation dependent upon the experience, point of view, personal interest, knowledge or ignorance of those dealing with the facts. Statistical measurement reduces all personal differences of point of view to one common denominator, expressed in numerical form which is as near conveying the same concept to all as the human mind has been able to devise so far.

It is true that since the inception of the application of the statistical method to the measurement of social phenomena much has been perpetrated upon the public which, under the guise of accurate mathematical tabulation, served selfish ends and by distorting and misinterpreting social facts. This misuse of the method should, however, not be taken as representative of either the actual or potential value of statistics as a method of social analysis, any more than it is just to attribute to the study of chemistry the destructive effects of modern explosives as employed in warfare. Honesty of purpose in statistical interpretation is as necessary as it is in any other field of science, and misuse that is made of statistical interpretation in misguiding or in misinforming the public is as much the fault of the ignorant public as it is despicable in the statistician who takes advantage of it.

Throughout this book we have asked numerous questions. Many of them involve the use of the

statistical method of study and represent a wide range of differences, changes, relationships and dependencies of social forces upon which will have to be built up a picture of the static functioning of society or individual communities and from which will be devised plans for dynamic action that will yield returns of a constructive character and in harmony with social facts.

It is not possible within the scope of this work to go into the details of the statistical methods as applied to society. All that could be justly expected is to point out the need for its use and refer the reader to the bibliography which gives a list of what are at this time considered the standard works on the statistical method in the hope that the surveying forces will venture into the study of some of these books prior to undertaking the task of tabulating, correlating and interpreting the information gathered in the course of the survey.

Many attempts have so far been made to reduce the technic of statistical tabulating to simple rules for the tabulation of material. The following may be cited as points representative of such rules:[1]

1. There usually should be as many different tables as there are distinct groups of statistics to be compared.

2. There should be as many separate headings as will properly emphasize the main facts and tendencies shown by the statistics—while those whose main columns are to be compared should be adjacent to each other.

3. There should be precision in the stating of titles and sub-headings of all tables.

[1] W. J. King, Elements of Statistical Methods, p. 119.

4. There should be a practically perfect form of table before any statistics are entered.

5. There should be, whenever tables are large, instead of solid horizontal lines of figures and rules, after every fifth line or so, a blank line as a guide to the eye.

6. There should be accuracy as to every item and figure in all the tables—a check on the original entries, the totals (by adding items both in vertical columns and in horizontal lines), the percentages (by adding together to see that the sum equals 100 per cent), and all arithmetical operations.

It seems to the writer, however, that these rules are more useful to the trained statistician than to the lay public. The large amount of survey work done in this country and the printed reports based upon these surveys will be vastly more useful as guides in the planning of tables and tabulation of material than any of the abstract rules that may be devised by the experienced statistician.

In tabulating social facts it should be remembered that the interdependency of these facts is frequently so close that it is preferable to begin with very complex tables involving many factors in order that such comparisons as seem to indicate nothing of significance may be eliminated after rather than before they are tested. Simplicity of tabulation is valuable only in so far as it represents the synthetic essence of previous tests of comparative data and the elimination of those which do not represent significant social differences. If, for example, the mortality rate from tuberculosis seems to be the same for both the foreign and native born, we are justified in presenting tabular, statistical data regarding the mortality rate from tuberculosis

for the population as a whole. Such statistics, however, would be overlooking an important social element if they were not first tested as to the existence or absence of such a difference in the mortality rate.

The survey has an important place as an educational force. We must not forget, however, that simplicity frequently involves an approximation rather than an accurate statement of fact and the function of the survey is to grasp the whole complex social machinery of society first and reduce the explanation of this complex machinery to its simpler terms only as its complexity is difficult for the public to understand.

If throughout our investigation we remember that the descriptive generally fails to convey the same idea to persons of differing temperaments, education and experience, and that, for the sake of accuracy, wherever possible a terminology that expresses facts in measurable terms must be used we shall have come nearer to perfection in the truthful statement of facts than through any other means.

## SOCIAL LEGISLATION AND THE SURVEY.

THE task of completing the social survey is inseparable from a careful and thorough examination of the many federal, state and municipal laws that determine the conduct of the people and their relation to the social and political institutions under which they live. The surveying forces will find that there is hardly a field of social or economic endeavor which is not affected in almost every phase by regulations and control provided by one of the three governmental authorities—the federal, state or municipal government, or by all combined. No social problem can be understood without a knowledge of the laws affecting it.

It is impossible within the scope of this work to undertake an analysis of all the phases of social legislation that must be considered. As the social facts are ascertained the legal aspects of the problem will reveal themselves and the law enforcing agencies will not fail to furnish the details of the law with such suggestions for changes and improvements as experience in the course of the performance of their official duties may indicate.

When the social survey is completed and the mass of legislation provided for the control of existing evils has been subjected to careful analysis, it will be found that the status of the laws may fall into one of the three following classes:

1. Legislation adequate with adequate provision for enforcement.

2. Legislation adequate without provision for enforcement.

3. Neither legislation nor enforcement provisions adequate.

When legislation is found inadequate, the usual practice is to endeavor to obtain legislation purporting to meet the needs. The draughting of such legislation, however, is frequently left to legally minded legislators or attorneys who are not familiar with local conditions and local needs, who have not studied the history of legislation upon the subject to be dealt with and who, in many instances, find it most convenient to copy the laws of other states or municipalities as the most expeditious way out of a difficulty which would otherwise involve much study and deliberation. The result of this practice in the securing of legislation has been a struggle between contending forces for compromises, not in the interest of the community as a whole, but in the interest of contending private interests. The speculative builder opposes adequate housing legislation, the liquor interests have a well organized lobby to defend their interests and to oppose social legislation affecting them, the railroads are controlling factors in social legislation and manufacturers employing child labor do not hesitate to oppose all legislation affecting the industrial welfare of children.

The result of this struggle for social legislation has been the creation of a great mass of laws consisting of half measures granted as a compromise between social justice and powerfully organized self interest.

The survey should do away with this type of legislation. If the facts are available and the need is clear, no compromises should be necessary. The laws should

be framed not as the last legislative word of some distant community echoed in our midst, but as the expression of immediate local needs. Those who have dealt with legislation know that there is no science of law, but there is a scientific method of legislation and this method depends upon an accurate knowledge and intelligent use of social facts.

That the time for a new era in social legislation is dawning is evident in many of our states and municipalities.

The function of the political representative in legislative bodies in this country is slowly becoming reduced to the activities of a clearing house of public opinion and the numerous state and national organizations, like the Child Labor committee, are at work upon the broad social problems which have been within recent years the province of legislative enactment and are framing and urging laws which neither emanated from nor in any way concerned the legislator. This type of social legislation, prepared by leaders in highly specialised fields is a step in the direction of superseding parliamentary deliberation by scientific study and the formulation of laws in harmony with social needs and sociological principles. The recent developments along the lines of initiative and referendum legislation further emphasize the passing of the day of parliamentary legislation.

It is characteristic of law to deal with effects and disregard causes. Our penal codes are the best examples of such conglomerate masses of social impressionism and medieval absolutism and our housing and other social legislation bear the marks of a distorted social vision which is wholly ignorant of social factors

and deals with evils not as the expression of many concurring and diversified factors, but as the evil itself, the removal of which can be socially accomplished by restrictive, direct regulation and legislation.

*Experience shows that the respect for law is not dependent upon its social value, but upon the manner in which its application affects the individual upon whom its enforcement has a direct bearing.*

The social function of law is not social control alone. Its purpose has in this respect been confused with its requirements and where the problem of controlling evils has received the attention of the public and its agents, the legislators, the result has been a series of prohibitions which, in many instances, have tended to aggravate evils by affecting those whose protection we seek in a manner wholly contrary to the intent of the law. We find, for example, that strict housing laws may reduce building enterprise and raise rents; that food regulation increases prices; that compulsory education may increase congestion in schools and lower efficiency; that child labor laws increase dependency; etc. These, however, are necessary legislative provisions which have come to be recognised as the prerequisites of civilised countries. What we have failed to recognise is the fact that each legislative enactment must fit into a broader fabric of a legal system that will meet all restrictions with sane, economically and socially well balanced laws, these will promote and stimulate conditions in society which will reduce the need for restrictive legislation to a minimum and promote positive conditions which will make child labor unnecessary, bad housing uneconomical for the owners, dependency impossible through proper insurance laws

and school crowding beyond the need of any community.

We have enough negative, prohibitory legislation in most communities; much of it reveals complete ignorance of the fundamentals of the mechanics of social action and still more lacks harmony with actual needs which it is intended to meet.

The survey furnishes a broad basis for scientific legislation that would promote positive action and guide the conduct of the people along positive constructive lines that are creative of desirable social conditions rather than prohibit action that is injurious to the social order. To create a stimulus toward right action rather than the prohibition of wrong doing is the positive task of the law.

## THE FACTS AND THE PEOPLE.

THE equipment for social thinking which our public schools are prepared to give to their pupils is meagre, inaccurate, abstract and antiquated. The survey presents the first opportunity for changing and improving the equipment that the average citizen brings from his public school education by affording at least in some fields complete, accurate and up-to-date information for intelligent social thinking.

The problems that the surveying forces will meet, however, will not be in the accumulating of valuable, accurate, concrete facts but in so interpreting and presenting these facts as to meet the requirements of the narrow gateways of the ordinary understanding of the average citizen, without losing sight of the possibilities that the concrete possess as a means of arousing interest by stimulating the imagination. To many the revelation of facts and conditions under which they are living and which are thriving in the very shadow of their homes, will have the effect of the discovery of a new world the mysteries of which they have just realised. It is like exploration along the lines of the third dimension of a world which has heretofore only made itself known to them in two dimensions.

In preparing the material for public consumption with a view to building up public opinion along the lines suggested by the findings of the survey, recognition of certain definite factors is imperative. These factors are as follows:

1. The average mind has a limited power for concentrated attention. This requires all statements of facts, in whatever form they may be presented, to be condensed within the limited compass of a single effort of mental concentration.

2. Interest in American communities fags quickly and the educational processes designed to bring the survey facts before the public and keep attention focussed upon them must be designed to present in progressive order varying phases of problems with emphasis upon new angles that would hold the interest of the people by the constantly new mysteries that the facts reveal.

3. The citizen body must be made to realise a proprietary interest in the community and must be given credit for it with no less force and ingenuity than is customary in showing how they are cheated and how little they get for their money.

4. The stratification of the population along economic, social and cultural lines represents strata of value concepts. In other words, while in the accurate measurement of certain evils a common denominator expressed numerically conveys to all the same numerical content in terms of social values, each stratum of society has its own concept. The task of the surveying forces in presenting their results and conclusions is to recognise these differences in value concepts and give each class of society a vision of the situation that would lead to the same general conclusions without distorting the facts and at the same time recognising the point of view and concept of each class.

5. While the facts themselves should not be clogged with superfluous explanatory text, a little imagination

in the presentation of such facts is frequently helpful in intensifying the vision of the myopic public. The following statement that appeared in the U. S. Bureau of Education Bulletin 20 for 1913 regarding illiteracy in the United States is both imaginative and true to the facts. "In double line of march, at intervals of three feet, these 5,516,163 illiterate persons would extend over a distance of 1,567 miles. Marching at the rate of 25 miles a day it would require more than two months for them to pass a given point."

6. The survey is not only a means of creating a civic mind by popular education. The scientific method applied in the collection, classification and interpretation of social facts has a value far beyond its utility as a means of popular civic education. It reveals fundamentals upon which a comprehensive program can be outlined and the technic with which it is to be carved out is stated. It also contains data of scientific value upon which a positive science of Applied Sociology must eventually be built in this country. In presenting the survey findings, therefore, this last but wider use of them should be recognised. The recognition of this higher phase of the scientific utility in survey work is bound to raise the standard of survey work above its present rather low level of dilletantism.

In the foregoing discussion, I have endeavored to lay down some broad outline suggestions as to the considerations to be kept in mind in the educational campaign that should follow the survey in order to stimulate social thinking on the basis of ascertained social facts. The channels through which such a campaign should find expression and the types of publicity to be used will now be briefly considered.

### The Report.

In our effort to popularize survey facts we frequently confuse their scientific character as an instrument for the shaping of a constructive program and developing a technic of efficient service with their educational value in stimulating social thinking among the masses of the people. The survey report, containing the exact data presented in scientific form, using every possible method of interpretation that the social sciences, statistical method, and legislative experience place at the command of the surveying forces, should be used. It should be a document that will stand the test of science even at the risk of becoming technical.

Whether such a report is ever published and distributed to the general public is of little import. Its value is not to be looked for in the effect that it would have upon the public but in the clear vision and accurate concept of existing conditions that it would give to those actually at work upon the program and those who are to constitute the leadership in carrying it out. While the public wants plausible aphorisms, the endurance test of a reform movement must be found in scientific interpretation of facts.

### People's Publicity.

Separate and distinct from the general survey report, the preparation of campaign material is perhaps the most difficult task. The statement of facts in plausible, accurate and epigrammatic form requires serious thought, a knowledge of the habits of thought, the traditional methods of approach to local problems, the factional differences between the citizens, the social and political history of the locality. The use of recog-

nised religious teachings, the universally accepted moral precepts, the patriotic phraseology of the day, the innate sense of justice, the taxpayer's desire for a return upon his investment in public enterprise, the feeling of responsibility towards children, resentment against being fooled and cheated, are all psychic factors upon which the publicity for the education of the people should be founded. They are social forces that constitute valuable assets in the work of stimulating social thinking and the educational campaign of the surveying forces should use them whenever they can be made to serve the ends to be attained. The forms that the information for the general public may take may be various.

*I. Report Abstract.*

Very frequently when the newspaper publicity of the survey has been such as to give reason for the belief that the general public has been aroused to a keen interest in the results of the investigation, a brief, epigrammatic, clear and simple pamphlet containing the striking essentials of the findings with telling illustrations will be found valuable. In order to give this publicity, a letter forecasting the receipt of the pamphlet should be sent to each voter or resident who is to receive one, explaining briefly the relation of the recipient to the community and survey. This would add a personal element to the printed page that would assist in making it more effective.

*II. The Press.*

No newspaper can afford to overlook good publicity material. The brief survey report prepared for the people as an abstract can be expanded and used in the

daily press with the best of results. Charts, photographs and even simple statistical tables may often be used over a period of days and weeks, or in a special edition of the newspapers, with educational results that would be valuable in arousing public opinion to the local needs and to intelligent thinking as to the plans to be pursued.

The newspaper reading habit in this country would, in many communities, justify the preparation of a complete series of charts, photographs, and statistical tables, dealing with local conditions and conditions elsewhere by way of contrast to be published in serial order in the newspapers instead of displayed in an exhibition room. The piecemeal manner of display in the press may in some cases be found more effective if shown continuously, consistently and over a considerable period of time, than a bewildering exhibit which taxes the attention, memory and intelligence of the average visitor.

## Exhibits.

Experience has shown that an exhibit in order to be effective must be prepared with skill and knowledge of the various facilities for presenting material in graphic form. Tests of the effect of certain types of display upon the attention and memory have been made by experts in the field. These tests have been found of inestimable value in the preparation of such exhibits.

Recent years have witnessed excellent work in the field of social exhibits. The Russell Sage Foundation and many other philanthropic as well as commercial agencies have developed a technic of social exhibits

that is very effective in the attainment of educational results.

Amateur social exhibits are, in the opinion of the writer, of little value. The services of an expert in the field are imperative in order to make the exhibit effective and where the services of an expert are not available other less costly means of publicity should be employed.

While large, complex exhibits are impractical where expert service is not obtainable, there is every reason to believe that a few charts attractively drawn and striking photographs in limited number relating to a given subject or problem could be used effectively in window displays, libraries or school rooms or any other public places. These displays should relate to one subject at the time and to one subject only.

### The Public Forum.

The discussion of public affairs in this country, except in their broadest possible aspects, takes place only during periods preceding election and relates to issues far removed from the every day knowledge and interest of the people. The social survey deals with public affairs which are within the scope of every day life and experience and touch vitally the interests of the average citizen. The public school lecture hall, the church pulpit, the labor union meeting, the club auditorium, the monthly meeting of men's and women's organizations and even the rather uncertain, sensation-hungry crowd of the street corner are suitable channels through which social survey information can and should be set forth. No platform, no group activity, should escape the influence of the survey campaign.

Wherever people come together to talk and think on issues of common interest, the findings of the survey should have a large place in the deliberations.

### The Public Schools.

The teaching of history in the public schools has just reached the promising state where our pedagogs are convinced that the methods employed in the teaching of this subject are inadequate and ill-suited for the purpose for which the subject finds a place in the school curriculum. In the teaching of civics, a more or less new element in our public school education, we find that the mechanism of government is given vastly greater importance than duly belongs to this aspect of the subject and that although government and social institutions in general are changing, shifting and constantly readjusting themselves to new conditions and needs, the mass of civic teaching centers about the mechanical processes of government without a standard of either efficiency or fitness. Instead of teaching civic ideals and their relation to society as a dynamic force, we are accepting the teachings of the so-called statics of the State and its activities.

The survey furnishes an excellent basis for the vitalizing of civic teaching in our public schools and may furnish standards of judgment of the efficacy of social institutions which every true American should know or at least should be capable of understanding. Careful study of a local survey should furnish not only the basis for a syllabus to be used in the teaching of civics in the public schools, but should enlist the interest and service of many pupils in civic activities, a service that will furnish the practical experience necessary in

the preparation of a responsible and practical citizenship.

### The Civic Pageant.

As a last and perhaps a crowning expression of the findings of the survey, the civic pageant may be called into play. This method of civic education through pageantry is neither new nor impractical. In the last analysis the pageant is the rehearsal of historic and civic facts by the use of the most striking essentials of both the historic and the civic developed, and arranged with sufficient art and symbolising the traditional ideals of the community to make their appeal to the masses through every means at the command of mass co-operation and artistic faithfulness to the dominant ideals of the period and conditions represented. The survey being an intensive analysis of the social and civic life of the people furnishes vast stores of material that can be used in focusing social ideals upon existing conditions.

It is true that the mere mass co-operation in the production of a pageant has great social and civic value, but it must be recognised that a pageant that can be made to express social needs and symbolise the social ideals and forces available for their realisation will render a service that will add dramatic force and a conscious recognition of social needs.

## A SOCIAL PROGRAM.

THE social survey is a process of qualitative and quantitative analysis of our social environment both in the past and in the present in order to make possible the visualising and the actual creation of practical Utopias. Without the utopian vision of the surveying forces and without the inspiration that comes from a vision of the future the main purpose of the survey is destroyed.

While fundamentally the survey takes its inspiration from the possibilities for reconstruction and readjustment of institutions, agencies and human relationships on a basis that is true to the facts revealed, the most difficult task in the carrying out of a constructive social program is to be found in the elimination or destruction of organizations, institutions, agencies, practices and methods which have become part of the present only through the influence of the past. The conservative citizen will be filled with regret and will become fearful of the astounding task of destruction involved in the re-organization of the existing agencies necessary in order to meet our needs revealed by the new vision gained through the survey.

In the protracted effort to achieve results the radical elements in any social force bound upon reconstruction and re-organization will be shocked if not wholly destroyed by the great mass of inert people whose social ideals do not extend beyond their daily bread of tomorrow and those whose personal interests are inseparable from a social order in which the measure

of their economic success depends upon respect for the existing order.

In setting forth a constructive program of social reform we must not fear, therefore, to soar high and set the pace that the most utopian vision and the highest ideals may suggest as long as the evidence points in that direction. No great social reform can be brought about by a check upon the imagination and high regard for the past except as it contributes its share towards the foundation of the future. Our school histories do not teach us the little steps in the history of a country or a community or a people. They bring before us the great vision and the great creative forces that have marked the revolution in the evolutionary development of the state; they dwell upon the epoch making periods which were marked by destruction of the past and the establishment of better order. Those who most cherish our present institutions are foremost in praising the heroes of the past who have had the courage and the vision and the leadership to undertake the destruction of the established institutions and the building of new ones.

If the survey is to bring about results and if the people are to be moved and inspired into a broad and lasting improvement of existing conditions and the destruction of evils, they must be given a great vision of the future, they must be inspired with the realisation of the great power that is within them to create a new and better order, they must be aroused with dynamic, practical ideals that will see the past and the present as the stepping stones towards a more thoughtful progress. The potential power for such progress among the people can be judged, however, only by the quality

of social ideals they promise; and the survey should serve to formulate such ideals.

The futility of endeavoring to outline a constructive plan of improvement for communities without the specific diagnostic information which the survey must gather is apparent. The widely diversified efforts in the direction of social improvements in this country and the experience of the world in many fields of social endeavor are at the disposal of those endeavoring to lay out a program of social action. How this experience of other communities and the dictates of the local conditions should be used in shaping such a program will depend entirely upon the preparations made by the surveying forces by way of educating public opinion on the basis of existing conditions towards a comprehensive and constructive program.

The first difficulty in the way of such a program will undoubtedly be the existing social agencies, sometimes under the leadership of public spirited citizens and professional, if not wholly socialised, social workers. The scrapping process to which every industry subjects its machinery with the advance in methods of production is difficult of application in the social field. Machinery is not handicapped by tradition, its product is too quickly subject to interpretation in terms of financial return, while institutions and social agencies are the expression of social ideals; their efficacy in meeting the changing social needs is not and frequently cannot be measured adequately in terms of measurable social values to the community. That the scrapping of existing but inefficient or inadequate agencies is the first prerequisite of a constructive social program is evident from any of the scores of surveys already

carried out in this country and the attempts towards reform that have been made in consequence of the facts ascertained.

A social survey should, therefore, embody not alone the scope of the service to be rendered but a translation in concrete terms of the static cost of existing agencies and the dynamic values to be secured by the suggested changes. The public must be clear as to the difference between the immediate investment involved by a particular undertaking in the field of social improvement and the ultimate return or saving to the community upon this investment. In other words, the difference between primary investment and actual cost must be made clear through the use of social accountancy that would show assets and liabilities of the old system as against the proposed changes.

Communities have certain individualities which must be recognised in all social progress. In the field of medicine we have come to recognise the psychic factors as of momentous importance in the treatment of disease. In the social field there is a well differentiated social psychology which can and should be ascertained and recognised in the forming of a social program. The rate of progress of a community, whether that be determined by revolutionary changes in social life, the change in the character of the population and its rate of increase, its social environment as found in the neighboring communities, are all factors to be considered in the building of a constructive plan. Under no circumstances should a social program be proposed that is based upon borrowed ideals and experience unless they are in harmony with the spirit of the people and are felt and understood by them. Imitative

social reform that fails to take as its foundation the local facts not only as to condition but as to capacity of the people to foster and realise such ideals is detrimental to social reform not only in a given community but throughout the country as a whole.

The wide scope that a complete social program must embrace is frequently beyond the social and economic resources of the community surveyed and may prove so overwhelming as to handicap all progress. It is important under these conditions to choose only some of the most pressing and most flagrant problems and attempt to formulate a program on the basis of the facts ascertained in relation to these problems. Such a choice makes possible a greater concentration of effort and facilitates the educational work that is required in preparation for the campaign of reform. In the choice of such problems consideration should be given to the type of people that makes up the bulk of the population upon whom the carrying out of the plans would depend and the extent to which the facts relating to this problem would lend themselves to popular interpretation and discussion. This should not be taken to mean that a piecemeal program is the most desirable. It must be recognised, however, that communities like individuals must be pressed into a "reform frame of mind" by degrees and that the first steps should be taken cautiously. The full program should be constantly kept in mind as a background upon which each separate change and improvement should be built in a broad and coherent way.

In placing the program before the public it is not only unnecessary but quite inadvisable to include the technical details of change beyond the broad outlines

upon which the people can be depended to pass intelligent judgment and for which they can make themselves responsible both socially and financially. The intricacies of the technic involved in the actual carrying out of the program should be ascertained and their cost measured in terms of results to be accomplished, but the public mind should, as far as possible, be spared the task of determining their meaning and value.

That a program comprehensive, true to the facts and suitable for local needs, will involve a redistribution of responsibilities and radical changes in the machinery for the social control of human activities must be admitted. It is, therefore, of the utmost importance to recognise the necessity for taking the people into the confidence of the surveying and reforming forces so that such social control as may be needed for the reshaping of local conditions and the removal of social problems may come from the people and constitute an enlightened self control bent upon an enlightened self interest.

The superimposing of investigation and the *grafting* of reforms that fail to recognise the masses of the people as the controlling factor in the accomplishment of results fails to recognise the true purport of the survey as a means of creating and inspiring civic and social ideals and will produce neither permanent nor far-reaching results in a democracy.

# APPENDIX

## Sources of Information.

A large share of the labor connected with the gathering and organizing of the material of a social survey depends upon the ability of the workers to find the most reliable, the most comprehensive and the most accessible sources of information.

The main types of information aside from the direct individual investigation of specific conditions, may be divided into groups as follows: Statistical Data, Legal Provisions, Application of the Law by enforcing bodies, Finances and Methods of Administration and comparative data relating to other communities.

A. *Statistical Data.* Statistical data may be secured from official and unofficial sources. The main official sources are as follows:

a. State and Federal census, taken every ten years and alternating each other by five years. Many States take a census.

b. For records concerning births, marriages, deaths etc., the reports of the Health Department should furnish information. The Bureau of the Census also publishes the figures concerning the deaths and causes of deaths in the United States, at least for the States in which the registration of deaths is required. These are valuable for the purposes of comparing local conditions with conditions elsewhere.

c. The court records, the records and reports of prisons, the reports of the State Board of Charities, and the reports of special commissions for dealing with

crime, are the best sources for statistics on crime. The Federal Census publishes the statistics on crime every ten years and they are particularly valuable for purposes of comparison.

d. For industrial statistics use the Federal Census, the report of the Factory Inspector, the Commissioner of Labor, the State Census and the reports of various bodies dealing officially with industrial conditions such as employment bureaus, boards of trade, etc.

e. Statistics on education may be found in the Federal Census, School Censuses, reports on School Attendence, Illiteracy, etc., and also in the local school reports, the reports of the United States Commissioner of Education, the State Commissioner of Education and the publications of special commissions on education or subjects having a relationship to education.

Aside from the official reports considerable valuable information can often be obtained by letter. Officials are generally very glad to give information concerning their department and are eager to respond to public interest in their work. If the letters are clear and the questions to the point, few officials would refuse to answer them promptly and accurately.

The Federal and State reports may be obtained either directly through the departments or through the local representative who can see personally that the documents are sent to the proper destination.

Before other steps are taken in most matters relating to the securing of statistics it is well to consult the State and Federal Censuses.

A. *Unofficial statistics* on social problems may be derived from the following sources:

a. Reports and records of philanthropic agencies.

b. Pay-rolls and reports of various industrial establishments.

c. Reports of private commissions and other private investigating agencies.

d. Reports of banks and insurance companies.

e. Reports of business agencies.

B. *Legal information* based upon Federal, State and local legislation may be obtained by consulting the following:

a. The Statutes of the Federal Government.

b. General Laws of the State.

c. Special State Laws relating to the locality or to all localities of the same class.

d. City Charter.

e. City Council Ordinances, Board of Aldermen and Health Board and Police Department Rules and Regulations.

f. Regulations formulated by various departments in accordance with powers vested in these departments by law.

In case persons with legal training are not available for this work, it is advisable to communicate with the Secretary of State, City Solicitor, City or Town Clerk, Heads of Departments, etc. for the purpose of obtaining the exact wording of the laws, and if the laws have been secured by the committee, it is advisable to submit them to the above officials for purposes of verification. In many States the State Library has a Legislative Reference Bureau which can furnish accurate information on legislative and administrative matters concerning the State or the municipalities of the State.

C. The methods of organization and administration of various public departments, although provided for by law, are often complicated and the law so interpreted as to make an understanding of the functions and methods of the departments difficult. It is well, therefore, to consult heads of departments, commissioners, executive secretaries of various boards and other officials as to the actual workings of the departments. The annual reports of such departments should always be secured and examined for the purpose of formulating definite questions to be asked before consulting the officials.

D. Cost of maintenance and the use of funds is so important a factor in a survey that the examination of receipts and expenditures should be made whenever possible by a person familiar with the handling of accounts.

For the expenditures of the State, county and city, the budgets which are almost always published should be studied with a view to discovering whether the records are kept up to date, in a scientific and accurate manner; whether funds provided for one type of work are used for other and unauthorized purposes; whether proper evidence of legitimacy of the various expenditures is required; etc. In all this work the reports of the department and examination of the accounts kept in the office should form an integral part of a cost survey.

In the case of private agencies most of the information desired in connection with the best organized work will be found in the annual reports. The methods applied to the public offices should be applied to the private agencies whenever possible.

E. General information not to be found in reports or from consultation with officers and workers will in all probability have to be derived from investigations of actual conditions. Before undertaking such investigations, it is most desirable that all the public officials, social workers and officers connected with the various agencies in the community, and the persons who, through their occupation or interest have had occasion to come into contact with the conditions to be examined, should be consulted. Such consultation will reduce the work by securing the interest of a large circle of well-informed persons who may also point out ways of getting at the facts without difficulty or delay.

F. Only through comparison with conditions in other communities can a clear idea of local conditions be formed. It is important, therefore, to study reports of surveys relating to other communities in order to ascertain to what extent the surveyed community falls below the standard of other similar communities. This can be done by a study of the two or more hundred surveys that are now available in printed form, the titles of which are printed in the bibliography of this book.

## SOCIAL AGENCIES OF NATIONAL SCOPE.

(This is a partial list of agencies in a position to advise and assist in the carrying out of a Social Survey.)

American Association for Labor Legislation, 131 East 23d St, New York City.

American Association for Study and Prevention of Infant Mortality, 1211 Cathedral St., Baltimore, Md.

American Public Health Association, 755 Boylston St., Boston, Mass.

American Social Hygiene Association, Inc., 105 West 40th St., New York City.

American Unitarian Association: Department of Social and Public Service, 25 Beacon St., Boston, Mass.

Boys' Club Federation, 1 Madison Ave., New York City.

Committee for Immigrants in America and National Americanization Committee, 20 West 34th St., New York City.

Committee of One Hundred on National Health, 203 East 27th St., New York City.

Committee on Provision for the Feeble-Minded, Empire Building, Philadelphia, Pa.

The Federal Council of the Churches of Christ in America: Commission on the Church and Social Service, 105 East 22d St., New York City.

The Joint Commission on Social Service of the Protestant Episcopal Church, Church Missions House, 281 4th Ave., New York City.

National Association for the Study and Prevention of Tuberculosis, 105 East 22d St., New York City.

National Child Labor Committee, 105 East 22d St., New York City.

National Committee for Mental Hygiene, 50 Union Square, New York City.

National Committee on Prisons, Columbia University, New York City.

National Committee on the Protection of Feeblemindedness, Empire Building, Philadelphia, Pa.

National Consumers' League, 289 4th Ave., New York City.

National Federation of Remedial Loan Associations, 130 East 22d St., New York City.

National Federation of Settlements, 20 Union Park, Boston, Mass.

National League of Women Workers, 35 East 30th St., New York City.

Playground and Recreation Association of America, 1 Madison Ave., New York City.

Charity Organization Department: Russell Sage Foundation, 130 East 22d St., New York City.

Department of Child Helping: Russell Sage Foundation, 130 East 22d St., New York City.

Society of Sanitary and Moral Prophylaxis, 105 West 40th St., New York City.

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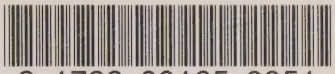

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